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ABSTRACT

This second volume of a research report on manpower information availability compares alternative sources of manpower data in a poverty area of Philadelphia. The first volume recognizes the need for data, yet it ignores the statistical problems of comparability, comprehensiveness, and accessibility inherent in the agency records which were recommended as data sources. In this volume, both the contributions and the limitations of various data sources are analyzed. By focusing attention upon the data systems of large public agencies, such as educational and law enforcement services, the researchers found a vast quantity of untabulated data. The study reports great similarity between agencies, both in types of data gathered and in problems encountered. This indicates that a good potential exists for interagency cooperation to provide efficiently an improved data system. Volume I of this report is available as VT 011 114 in this issue. (BH)

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MANPOWER INFORMATION
FOR URBAN POVERTY AREAS

Volume II

An Inventory and Appraisal of
Local Data Resources
in Philadelphia

Louis Levine

John Herbert Norton

and

Carol Popet

1969

THE PENNSYLVANIA STATE UNIVERSITY
INSTITUTE FOR RESEARCH ON HUMAN RESOURCES
UNIVERSITY PARK, PENNSYLVANIA

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FOREWORD

This is the second part of a final report on research conducted under the terms of a contract between the Pennsylvania Bureau of Employment Security and the Institute for Research on Human Resources of The Pennsylvania State University. The first part--Sources and Systems of Urban Data for the Planning and Management of Manpower Programs --gave a detailed statement of the findings of the overall research project, whose primary objective was an investigation of the alternative possible sources of manpower data and methods of providing them for use in the planning, administration and evaluation of programs for community manpower services in urban poverty areas. To this purpose, inventory has been taken of the manpower information currently or potentially available from the records and reports of those agencies that serve the poverty-area population of Philadelphia; and appraisal of these data has been made. The principal results of this phase of the research are offered here; for they have contributed materially to the general research efforts of the project by revealing as yet largely untapped sources of data for manpower programs--data potentially useful as statistical "raw materials" in the creation of much needed current estimates of the characteristics of groups more inclusive than those for which information is now available.

The staff of the project has been a group of persons from various universities and with various specializations in economics, education, social work, urban sociology and statistical theory and methods. It has included Dr. Louis Levine of The Pennsylvania State University, Project Director; Dr. John H. Norton from The George Washington University, Assistant Director and Statistician; Mr. Dennis Clark of Temple University's Center for Community Studies; Mr. James B. MacRae and Mr. Samuel Sylvester of Lincoln University; and Mr. Ernest Betcke, Mr. Samuel DiRoberto and Miss Carol Popet from The Pennsylvania State University. All of these have been actively engaged in research at the agency level. In addition, a number of students have served as research assistants, the principal among them being Miss Rona Zucker of The Pennsylvania State University and Mr. Carl Fink and Mr. Charles Oewel of the University of Pennsylvania.

Especially in its planning stages, the research has profited greatly from consultations between the staff and many individuals at all levels of federal, state and local government, in private agencies serving the geographic area studied, and in the local universities. Mr. Vladimir D. Chavrid and members of his staff of the United States Employment Service and Mr. N. John P. McHenry and others of the Pennsylvania Bureau of Employment Security have been particularly helpful. Much useful advice and relevant factual information has also been obtained from many others in the Bureau of Labor Statistics, the Bureau of the Census and the various federal agencies with responsibilities for urban programs. The debt is even greater at the local level, for it is obvious--most especially so in the data inventory stage--that no research project such as this one could have been completed without the active cooperation and assistance of the many persons, ranging in rank from heads of agencies and directors of research to interviewers, counselors and statistical clerks, who have given generously of their time and have provided access to their files. Mr. Daniel Fascione, for example, Director of Administrative and Survey Research for the Philadelphia Board of Education, provided not only valuable advice but also such materials as indexed sets of the standard forms used by

the school system. With the assistance of his staff, he arranged the necessary visits to schools and interviews with principals, statistical personnel and others involved with the several data-generating activities of the public school operations herein reported upon. Similar acknowledgement should be paid to Mr. Henry Haschke of the District Office of the State Employment Service, Mr. Benjamin Rosenberg of the Pennsylvania Department of Public Welfare, Dr. F. Herbert Colwell of the Philadelphia Department of Public Health, Captain James Herron of the Philadelphia Police Department, Mr. Bertram Todd of the Philadelphia Department of Finance, and their many counterparts in the scores of other agencies visited.

The list of names of persons who were interviewed or who otherwise assisted in the efforts of research is far too long to permit individual citations here; they would number several hundred. But their help has been deeply appreciated. And the willing cooperation received from so many has been, in itself, a significant indication of the major concern which exists for the serious inadequacies of currently available urban manpower data.

Responsibility for any deficiencies of the present report must, of course, lie with the members of the project's staff. For them the research has been a rare and

fascinating opportunity to study at first hand--and at the level of minute detail that constitutes statistical measurement--the complexities of modern urban problems and the programs that seek their solution.

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CHAPTER 1

INTRODUCTION

Manpower programs have become increasingly a part of government and private action to solve the many problems of urban poverty. The goals of such programs are clear: more and better jobs for a growing and inadequately utilized poverty-area work force and greater opportunities for the acquisition of the skills and other requisites to fill them. Not so clear, unfortunately, is the effectiveness of the efforts to meet these goals; for, while there is much general information concerning urban poverty --its manifestations are all too painfully visible in our cities,--there are appallingly few accurate measures of the individual characteristics and needs of the residents of poverty areas. Indeed, the very lack of such data prevents any certainty as to whether the services provided are those most needed or, if so, whether they are actually bringing about the effects they were designed to produce.

New systems for the provision of this vital information are essential to adequate planning for, and implementation of, manpower and human resources development programs.

This has been the principal motivation for the inventory of local manpower data resources here reported, which has been one phase of a broader investigation[1] of the specific requirements for, and the methods of providing, current poverty-area manpower data that may be more adequate for program needs. The objectives of the research have been not only an identification of particular data requirements and of potential sources from which to furnish them, but also a much more general exploration of the various conceptual and procedural problems to be encountered in the development of manpower data systems. It was hoped at first that attention could be extended to the actual development and testing of specific methods for producing local estimates; but the unavailability of appropriate tabulated data from local agency sources or of the necessary statistical "bench mark" information thwarted this aim.

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[1] For a more detailed statement of the overall objectives and findings of the project, see Levine and Norton, Manpower Information for Urban Poverty Areas, vol 1. Sources and Systems of Urban Data for the Planning and Management of Manpower Programs (University Park, Pa.: The Pennsylvania State University, Institute for Research on Human Resources, 1969.)

With the exception of such occasional sample surveys as those conducted in ten urban areas in November, 1966, only the decennial censuses of population offer statistics that begin to approach the degree of detail and comprehensiveness necessary to the planning and administration of manpower programs. Of course, this does not mean that survey and census data are unusable for the purpose; with their ability to provide reliable information on entire populations, surveys and censuses can and must continue to play a critical role in any information system devised to meet the requirements of poverty-area programs. However, because of the costliness and, therefore, the infrequency of their provision, the data that they produce can make little more than a slight contribution to program evaluation. Even if data as detailed as those projected for the 1970 Census were available today, the information would still be insufficient (because of the limited number of questions that can be asked on the Census forms) on the specific needs of the poverty-area population and on the extent to which existing programs have met them. It is obvious that other means must be found to fill the demands for additional detail and for current population statistics during the intervals between publications of the findings of censuses and surveys.

One possible source of population data has long been known to lie within the very activities that provide manpower services; for every individual person who applies to them--job seekers, students, welfare cases and many others--must invariably complete a lengthy application form, or other such record, which may often contain more detail in questions on manpower characteristics than appears in conventional population surveys. The data so acquired serve the working needs of the agencies; and, when statistical resources occasionally permit, they are tabulated as indicators of the characteristics of that particular segment of the population that receives the agencies' services. Yet these important records remain nothing more than strictly operational documents, eventually retired from the agencies' active files. Their potential usefulness in supplying the critical need for general population information goes unconsidered. This is partly due to the natural, and somewhat justifiable, skepticism of the experienced statistician who recognizes the problems of comparability, comprehensiveness and accessibility inherent in the use of agency records. But the fact remains that supplementary sources of population data must be found; and, in the absence of other alternatives, there may be no choice but to devise means to open the way to the consideration and use of operationally derived data for program management and general statistical purposes.

The identification of at least some of the dimensions of the problems just cited--comparability, comprehensiveness and accessibility--was a major motive for conducting the data inventory and appraisal contained in this report. And it was clear that first-hand inspection was essential if the limitations of the data were to be discovered, and that a community representative of most major urban poverty areas should be selected as a focus for research in a city whose population and service programs would be diverse enough to ensure a full spectrum of data potentials and difficulties to be met. Such an area is the north-central section of Philadelphia, a poverty neighborhood with a population of more than 300,000 persons which is, as far as it is known, relatively homogeneous with respect to manpower characteristics and economic problems, and which is served by literally hundreds of public and private manpower and manpower-related organizations--if one counts all the agencies, from the giant public school system to the neighborhood welfare and social services, who contribute to the education, training, counseling and job placement of the citizens. The "North City" poverty neighborhood of Philadelphia was therefore chosen for study;[1] and all of its manpower activities were recognized as potential producers, as well as consumers, of the much sought after data.

Early in the course of the investigation, it became obvious that the scores of small agencies serving the "North City" area had neither the volume of activities nor the quality of detailed information necessary to be regarded as having any immediate potential as statistical sources. Hence, attention was focused upon the data systems of the large public agencies whose quantities of statistical information and standardized forms and reports most easily lend themselves to processing and assembly. Even here, certain difficulties became apparent at the outset. There was no consistent pattern of service-area jurisdictions that coincided with either the "North City" area or with its component parts; and thus was eliminated the possibility of using existing tabulations from the chosen agencies' recurring administrative reports to reveal the population characteristics of the neighborhood. In addition, problems arose from the fact that poverty-area residents themselves were not always necessarily confined in their service-seeking activities to the agencies' jurisdictional boundaries or even to those of the "North City." Indeed, some agency services are offered to residents of any area at all, without restrictions. It immediately became clear that research would have to be concentrated upon primary records and upon the problems of aggregating the information from such records into totals for the poverty neighborhood on the basis of individually listed addresses of residence.

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[1] The "North City" poverty area is most often defined as lying between Vine Street on the south, Lehigh Avenue on the north, the Schuylkill River on the west, and, roughly, Front Street on the east. This was the originally proposed "Model Cities" area. For a more complete discussion of the logic which dictated its choice for the project and of the general problems of poverty-area definition, see the first volume of this report.

The chapters that follow are organized according to the major service categories of agencies from whose files the wealth of data is described and evaluated. For each agency a brief summary is given of its physical facilities, area jurisdiction and types of services and of the nature of those parts of its existing statistical system most relevant to the manpower interests of the project.

CHAPTER 2

EDUCATIONAL SERVICES

More than half of a million residents of Philadelphia are students in its schools and universities; and those who are within the age limits of legally required school attendance include all but a very few of the total population in their age group. Hence, their individual data, contained in school records, offer great potential for tabulations very closely approximating the comprehensiveness of those from complete censuses. In fact, in the case of the younger age groups where the impact of the "dropping out" problem is minimal, the completeness of coverage of the population may be even greater than could ever be achieved by a conventional census. This is especially true for poverty areas because of the difficulties in the conduct of censuses among the urban poor. Student records offer yet another potential, as will be seen, for they often contain considerable information on parents and other family members as well as on the students themselves.

Data from the many private, non-parochial schools of Philadelphia were largely disregarded in the course of this research, partly because of the diversity of their practices in record keeping and partly because of the relatively small private school enrollments, especially of children from the "North City" poverty neighborhood. Instead, research resources have been concentrated on the public and parochial school systems, the former being particularly responsible for the education of the poverty area's youth.

THE PUBLIC SCHOOL SYSTEM

Facilities, Jurisdictions and Types of Services

The School District of Philadelphia, including the entire county and city of Philadelphia, is made up of two hundred seventy-six schools serving nearly 300,000 full-time students, of whom approximately 50,000 reside in the "North City."

The schools are organized, for the most part, into elementary schools (grades one through six), junior high schools (grades seven through nine), senior high schools (grades ten through twelve) and vocational-technical high schools. There are also special class centers, adult evening schools, and community extension, community recreation and child care centers; and other activities include, in addition, Project Head Start, Project Get Set, Manpower Development and Training Act institutional training programs and Neighborhood Youth Corps activities.

The city of Philadelphia is divided into eight geographically defined administrative districts whose superintendents hold authority over the schools and other facilities located within their boundaries. Each school, in turn, serves its particular area within the district, although some children attend schools outside their own areas or districts, especially in cases where overcrowded conditions are relieved by busing pupils to other districts. In general, the areas served by junior and senior high schools are considerably larger than those served by elementary schools and are fewer in number. Still fewer are the vocational-technical high schools which actually serve the entire city.

The "North City" poverty area does not coincide with any one administrative district of the school system; and while it contains several entire school "feeder" areas, its boundaries cross through school areas of no fewer than four districts: of its fifty schools, seventeen are located in District 2, nine in District 3, thirteen in District 4, and eleven in District 5. Hence, it is not possible to determine the characteristics of the entire "North City" population as represented in school records simply by combining the school-by-school totals. It has therefore been necessary to code the information available on individual students by area location, when specific area totals were desired by place of residence.

Records and Types of Information

More than six hundred standard forms are used in school administration. Only a few of them, however, contain basic data on individual students. Table I indicates the principal items of general population information that appear on the more important forms, which are themselves illustrated in Figures 1, 2, 3, 4 and 5.

General Purpose Forms:

Several forms containing data on personal and economic characteristics are completed for all individuals

TABLE I

ITEMS OF GENERAL POPULATION DATA REPORTED ON BASIC FORMS FOR INDIVIDUAL STUDENTS IN THE PHILADELPHIA PUBLIC SCHOOLS

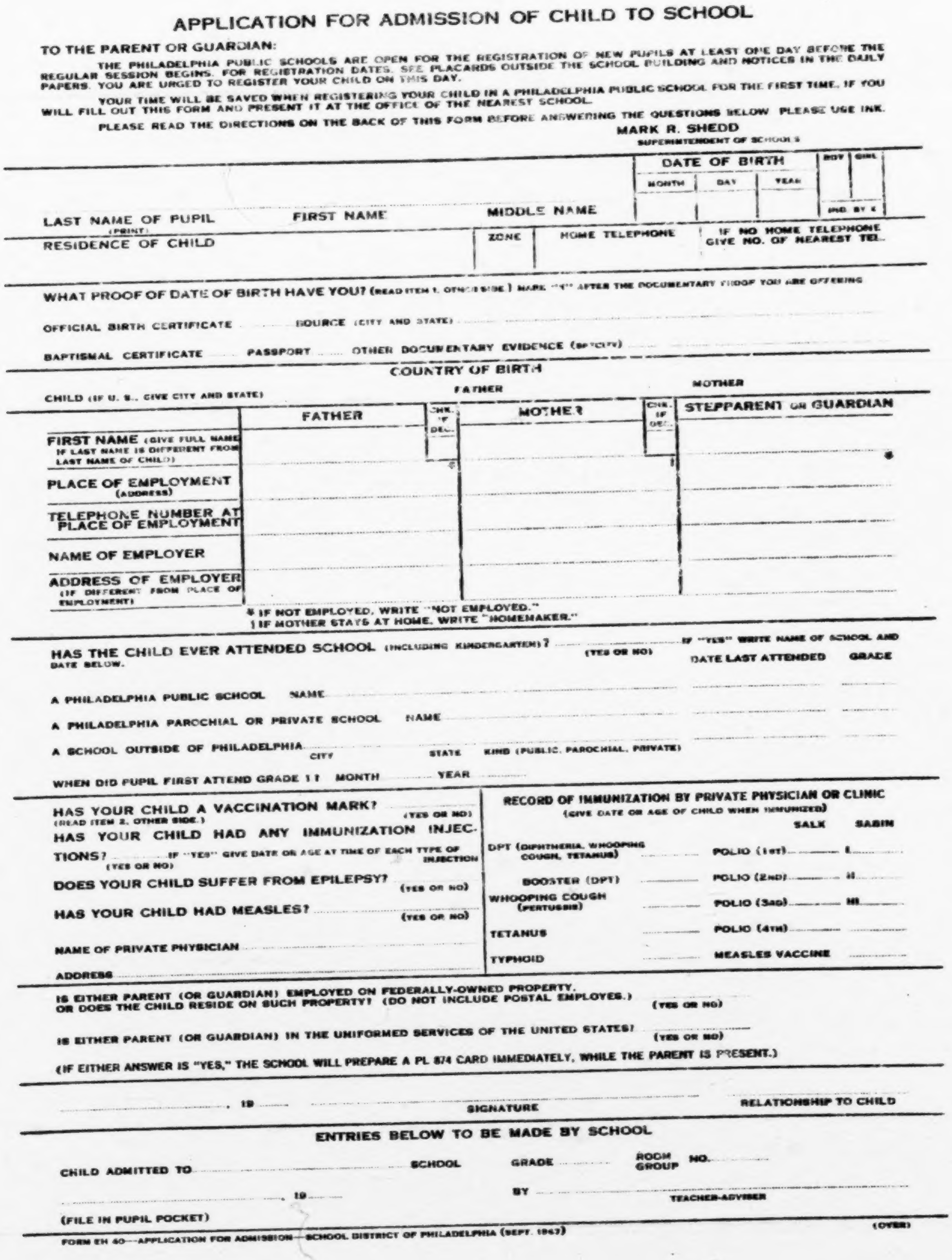
(S = Student Data; P = Parent Data)

Item	Admission Application (Figure 1)	Parent Location (Figure 2)	Alphabetical Index (Figure 3)	Cumulative Record (Figure 4)	Employment Certificate (Figure 5)
Name	S,P	S,P	S,P	S,P	S,P
Address	S	S	S	S	S
Social Security Number	-	-	-	-	S
Birthdate	S	S	S	S	S
Birthplace	S,P	-	-	S,P	-
Sex	S	-	S	S	S
Employer and Address	P	P	-	-	S
Date of Form	S,P	S,P	S,P	S,P	S,P

attending public schools in the Philadelphia School District. Such forms are maintained in either the school offices or individual classrooms, rather than in a central location. No data from them are currently tabulated by area of residence. The most significant of these general purpose forms are described in the paragraphs which follow.

EH 40: Application for Admission of Child to School (Figure 1). This form is used only in cases of initial admission to school. It is completed by the new student's parent, is subsequently maintained at whatever school the child may be attending, and is retained in the records of the school he last attended until June of the year in which he becomes nineteen years of age. The data recorded on this form include the child's name, residence, zone, home telephone number, sex, country of birth (if U. S. A., city and state) and date of birth; the father's country of birth, first name (full name if surname is different from the child's), place of employment with address and telephone number and name and address of employer; and the same information, as appropriate, for the mother, stepparent or guardian as for the father.

EH 4: Parent Location Card (Figure 2). The information on this card enables the school office to locate the



APPLICATION FOR ADMISSION OF CHILD TO SCHOOL

TO THE PARENT OR GUARDIAN:

THE PHILADELPHIA PUBLIC SCHOOLS ARE OPEN FOR THE REGISTRATION OF NEW PUPILS AT LEAST ONE DAY BEFORE THE REGULAR SESSION BEGINS. FOR REGISTRATION DATES, SEE PLACARDS OUTSIDE THE SCHOOL BUILDING AND NOTICES IN THE DAILY PAPERS. YOU ARE URGED TO REGISTER YOUR CHILD ON THIS DAY.

YOUR TIME WILL BE SAVED WHEN REGISTERING YOUR CHILD IN A PHILADELPHIA PUBLIC SCHOOL FOR THE FIRST TIME, IF YOU WILL FILL OUT THIS FORM AND PRESENT IT AT THE OFFICE OF THE NEAREST SCHOOL.

PLEASE READ THE DIRECTIONS ON THE BACK OF THIS FORM BEFORE ANSWERING THE QUESTIONS BELOW. PLEASE USE INK.

MARK R. SHEDD
SUPERINTENDENT OF SCHOOLS

			DATE OF BIRTH			BOY	GIRL
			MONTH	DAY	YEAR		
LAST NAME OF PUPIL (PRINT)	FIRST NAME	MIDDLE NAME				IND. BY K	

RESIDENCE OF CHILD	ZONE	HOME TELEPHONE	IF NO HOME TELEPHONE GIVE NO. OF NEAREST TEL.

WHAT PROOF OF DATE OF BIRTH HAVE YOU? (READ ITEM 1, OTHER SIDE.) MARK "✓" AFTER THE DOCUMENTARY PROOF YOU ARE OFFERING

OFFICIAL BIRTH CERTIFICATE .... SOURCE (CITY AND STATE) ....

BAPTISMAL CERTIFICATE .... PASSPORT .... OTHER DOCUMENTARY EVIDENCE (SPECIFY) ....

COUNTRY OF BIRTH

CHILD (IF U. S., GIVE CITY AND STATE) .... FATHER .... MOTHER ....

	FATHER	CHK. IF DEC.	MOTHER	CHK. IF DEC.	STEPPARENT OR GUARDIAN
FIRST NAME (GIVE FULL NAME IF LAST NAME IS DIFFERENT FROM LAST NAME OF CHILD)					
PLACE OF EMPLOYMENT (ADDRESS)	*		†		
TELEPHONE NUMBER AT PLACE OF EMPLOYMENT					
NAME OF EMPLOYER					
ADDRESS OF EMPLOYER (IF DIFFERENT FROM PLACE OF EMPLOYMENT)					

* IF NOT EMPLOYED, WRITE "NOT EMPLOYED."
† IF MOTHER STAYS AT HOME, WRITE "HOMEMAKER."

HAS THE CHILD EVER ATTENDED SCHOOL (INCLUDING KINDERGARTEN)? .... (YES OR NO) IF "YES" WRITE NAME OF SCHOOL AND DATE BELOW.

	DATE LAST ATTENDED	GRADE
A PHILADELPHIA PUBLIC SCHOOL NAME		
A PHILADELPHIA PAROCHIAL OR PRIVATE SCHOOL NAME		
A SCHOOL OUTSIDE OF PHILADELPHIA .... CITY .... STATE .... KIND (PUBLIC, PAROCHIAL, PRIVATE)		

WHEN DID PUPIL FIRST ATTEND GRADE 1? MONTH .... YEAR ....

HAS YOUR CHILD A VACCINATION MARK? .... (YES OR NO) (READ ITEM 2, OTHER SIDE.)

HAS YOUR CHILD HAD ANY IMMUNIZATION INJECTIONS? .... (YES OR NO) IF "YES" GIVE DATE OR AGE AT TIME OF EACH TYPE OF INJECTION

DOES YOUR CHILD SUFFER FROM EPILEPSY? .... (YES OR NO)

HAS YOUR CHILD HAD MEASLES? .... (YES OR NO)

NAME OF PRIVATE PHYSICIAN ....

ADDRESS ....

RECORD OF IMMUNIZATION BY PRIVATE PHYSICIAN OR CLINIC
(GIVE DATE OR AGE OF CHILD WHEN IMMUNIZED)

			SALK	SABIN
DPT (DIPHTHERIA, WHOOPING COUGH, TETANUS)	....	POLIO (1ST)	....	I ....
BOOSTER (DPT)	....	POLIO (2ND)	....	II ....
WHOOPING COUGH (PERTUSSIS)	....	POLIO (3RD)	....	III ....
TETANUS	....	POLIO (4TH)	....	....
TYPHOID	....	MEASLES VACCINE		....

IS EITHER PARENT (OR GUARDIAN) EMPLOYED ON FEDERALLY-OWNED PROPERTY, OR DOES THE CHILD RESIDE ON SUCH PROPERTY? (DO NOT INCLUDE POSTAL EMPLOYES.) .... (YES OR NO)

IS EITHER PARENT (OR GUARDIAN) IN THE UNIFORMED SERVICES OF THE UNITED STATES? .... (YES OR NO)

(IF EITHER ANSWER IS "YES," THE SCHOOL WILL PREPARE A PL 874 CARD IMMEDIATELY, WHILE THE PARENT IS PRESENT.)

........, 19 .... SIGNATURE .... RELATIONSHIP TO CHILD

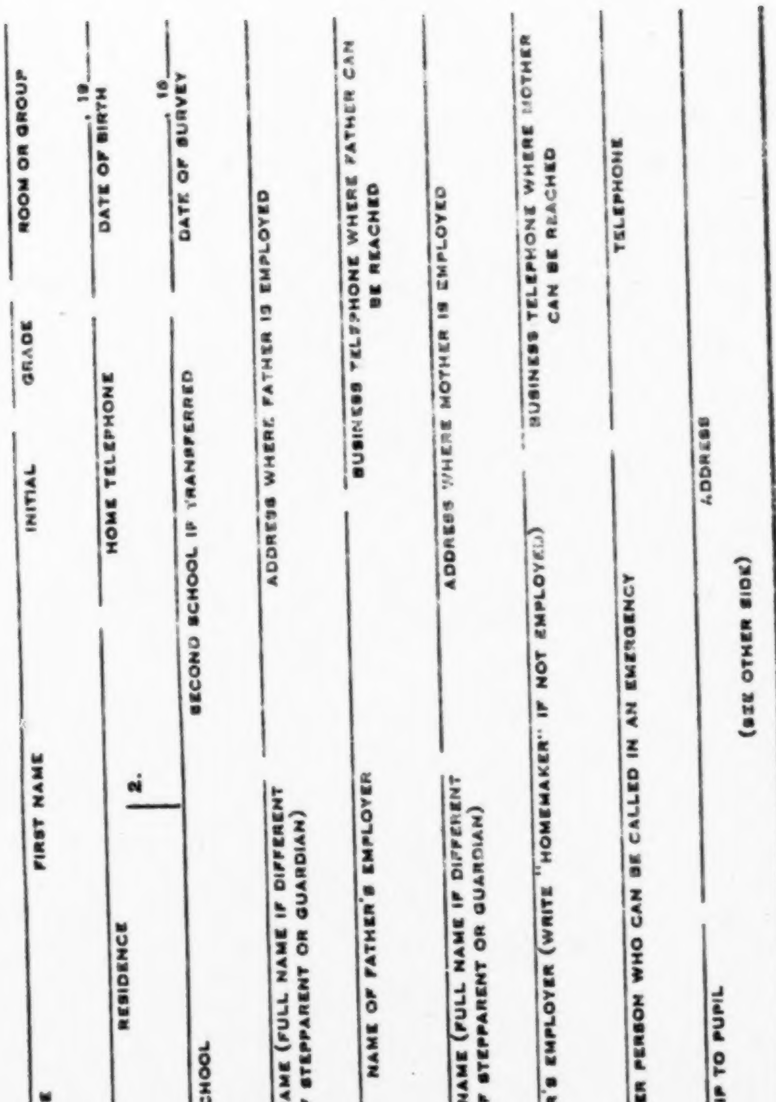
ENTRIES BELOW TO BE MADE BY SCHOOL

CHILD ADMITTED TO .... SCHOOL GRADE .... ROOM GROUP NO. ....

........, 19 .... BY .... TEACHER-ADVISER

(FILE IN PUPIL POCKET)

FORM EH 40—APPLICATION FOR ADMISSION—SCHOOL DISTRICT OF PHILADELPHIA (SEPT. 1967) (OVER)



PUPIL'S LAST NAME FIRST NAME INITIAL GRADE ROOM OR GROUP

RESIDENCE HOME TELEPHONE ______, 19___ DATE OF BIRTH

1. 2.

SCHOOL SECOND SCHOOL IF TRANSFERRED ______, 19___ DATE OF SURVEY

FATHER'S FIRST NAME (FULL NAME IF DIFFERENT FROM PUPIL OR IF STEPPARENT OR GUARDIAN)

ADDRESS WHERE FATHER IS EMPLOYED

NAME OF FATHER'S EMPLOYER

BUSINESS TELEPHONE WHERE FATHER CAN BE REACHED

MOTHER'S FIRST NAME (FULL NAME IF DIFFERENT FROM PUPIL OR IF STEPPARENT OR GUARDIAN)

ADDRESS WHERE MOTHER IS EMPLOYED

NAME OF MOTHER'S EMPLOYER (WRITE "HOMEMAKER" IF NOT EMPLOYED)

BUSINESS TELEPHONE WHERE MOTHER CAN BE REACHED

NAME OF ANOTHER PERSON WHO CAN BE CALLED IN AN EMERGENCY

TELEPHONE

RELATIONSHIP TO PUPIL

ADDRESS

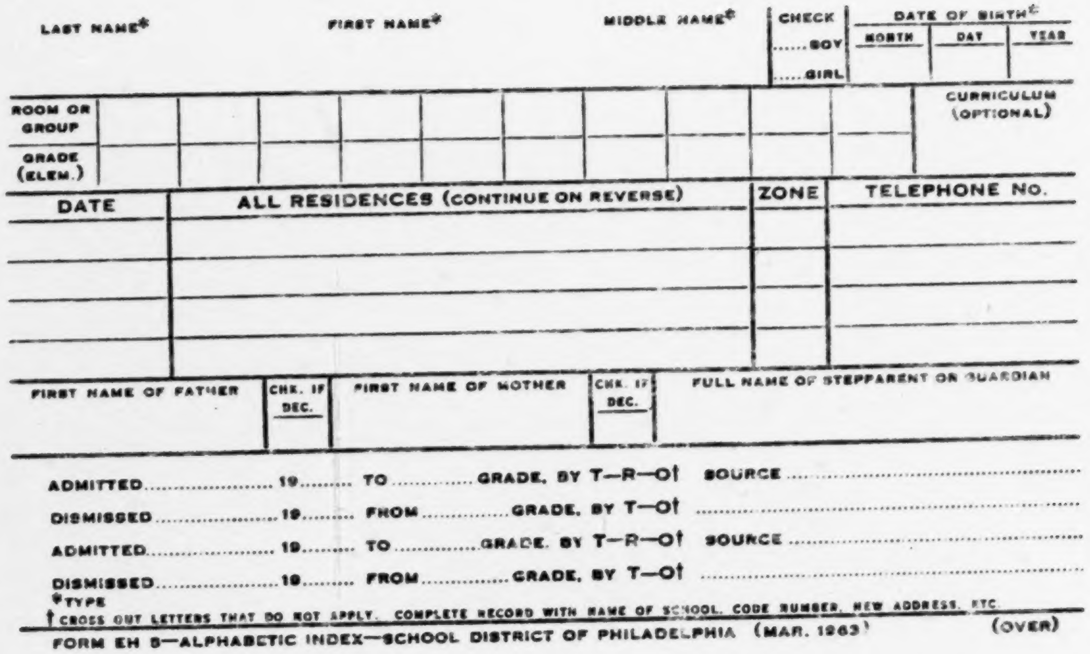
(SEE OTHER SIDE)

FORM EH 4—PARENT LOCATION—SCHOOL DISTRICT OF PHILADELPHIA (SEPT. 1965)

Figure 2. Public School Form EH 4: Parent Location

student's parents rapidly in the event of an emergency. It is also used as the basis for the identification of students for whom the School District can receive federal subsidies by virtue of their parents' employment in certain federal activities. The form is completed in October and May of every year by the teacher or by the student himself, depending upon the requirements of the particular school. The October forms are maintained in the school offices; the May ones in the administrative district offices. Both forms are retained in both offices until the end of each school year. The information includes the student's name, residence, home telephone number and date of birth; and his father's and mother's (or stepparent's or guardian's) first names (full names if surnames are different from the child's), names of employers, and addresses and telephone numbers where employed.

EH 5: Alphabetic Index (Figure 3). The form is a basic record of all children who have attended any public school in Philadelphia in the last fifteen years. It is completed by the school secretary upon admission and dismissal of the student, updated when changes of address or other information are reported, and maintained where originally completed. Its data include the student's name,



LAST NAME* FIRST NAME* MIDDLE NAME*

CHECK
......BOY
......GIRL

DATE OF BIRTH*

MONTH	DAY	YEAR

ROOM OR GROUP											CURRICULUM (OPTIONAL)
GRADE (ELEM.)											

DATE	ALL RESIDENCES (CONTINUE ON REVERSE)	ZONE	TELEPHONE NO.

FIRST NAME OF FATHER	CHK. IF DEC.	FIRST NAME OF MOTHER	CHK. IF DEC.	FULL NAME OF STEPPARENT OR GUARDIAN

ADMITTED.......................19......... TO ....GRADE, BY T—R—O† SOURCE ....

DISMISSED ....19......... FROM ....GRADE, BY T—O† ....

ADMITTED.......................19......... TO ....GRADE, BY T—R—O† SOURCE ....

DISMISSED......................19......... FROM ....GRADE, BY T—O† ....

*TYPE

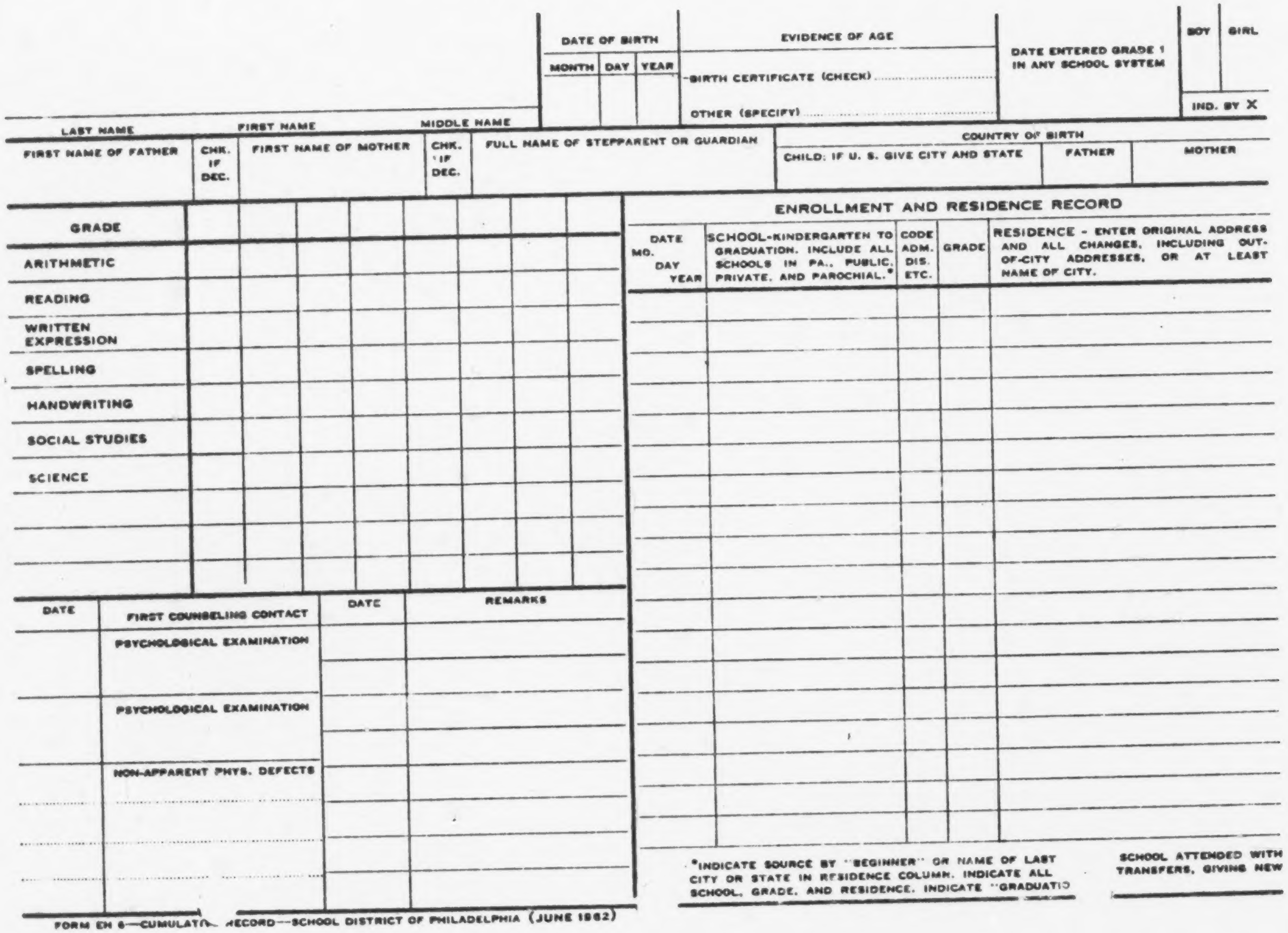
†CROSS OUT LETTERS THAT DO NOT APPLY. COMPLETE RECORD WITH NAME OF SCHOOL, CODE NUMBER, NEW ADDRESS, ETC.

FORM EH 5—ALPHABETIC INDEX—SCHOOL DISTRICT OF PHILADELPHIA (MAR. 1963) (OVER)

Figure 3. Public School Form EH 5: Alphabetic Index.

sex, date of birth, residence, zone, telephone number and dates of admission and dismissal; the first names of both his parents; and the full name of his stepparent or guardian, if applicable.

EH 6: Cumulative Record (Figure 4). This form is used to record the basic information on an individual pupil from kindergarten to graduation, including registration, enrollment and attendance, residence and test score data. Entries at the time of a student's original enrollment, dismissal or re-entry into school are made in the school office; all others are made by classroom teachers. The cards are kept in the school offices while the children are in kindergarten and, when they are in the other grades of the elementary school, in either the offices or the teachers' own files. In secondary schools, they are filed by group or book number in looseleaf covers in the school offices. A student's card follows him from school to school, and, when he leaves the system, it is forwarded to the Division of Pupil Personnel and Counseling where it is maintained indefinitely. The data on it include the student's name, date of birth, sex and nationality (if U. S. A., city and state of birth); the first names of both his parents and the countries of their birth (information obtained from form EH 40: Application for Admission



LAST NAME | FIRST NAME | MIDDLE NAME

DATE OF BIRTH: MONTH | DAY | YEAR

EVIDENCE OF AGE
-BIRTH CERTIFICATE (CHECK) ....
OTHER (SPECIFY) ....

DATE ENTERED GRADE 1 IN ANY SCHOOL SYSTEM

BOY | GIRL
IND. BY X

FIRST NAME OF FATHER | CHK. IF DEC. | FIRST NAME OF MOTHER | CHK. IF DEC. | FULL NAME OF STEPPARENT OR GUARDIAN

COUNTRY OF BIRTH: CHILD: IF U. S. GIVE CITY AND STATE | FATHER | MOTHER

GRADE
ARITHMETIC
READING
WRITTEN EXPRESSION
SPELLING
HANDWRITING
SOCIAL STUDIES
SCIENCE

ENROLLMENT AND RESIDENCE RECORD

DATE MO. DAY YEAR	SCHOOL-KINDERGARTEN TO GRADUATION. INCLUDE ALL SCHOOLS IN PA., PUBLIC, PRIVATE, AND PAROCHIAL.*	CODE ADM. DIS. ETC.	GRADE	RESIDENCE - ENTER ORIGINAL ADDRESS AND ALL CHANGES, INCLUDING OUT-OF-CITY ADDRESSES, OR AT LEAST NAME OF CITY.

*INDICATE SOURCE BY "BEGINNER" OR NAME OF LAST CITY OR STATE IN RESIDENCE COLUMN. INDICATE ALL SCHOOL, GRADE, AND RESIDENCE. INDICATE "GRADUATIO

SCHOOL ATTENDED WITH TRANSFERS, GIVING NEW

DATE	FIRST COUNSELING CONTACT	DATE	REMARKS
	PSYCHOLOGICAL EXAMINATION		
	PSYCHOLOGICAL EXAMINATION		
	NON-APPARENT PHYS. DEFECTS		

FORM EH 6—CUMULATIVE RECORD—SCHOOL DISTRICT OF PHILADELPHIA (JUNE 1962)

Figure 4. Public School Form EH6: Cumulative Record.

of Child to School); and the full name of his stepparent or guardian, if it is applicable. The student's original residence and changes of address are entered into the form only at the time of his dismissal from a school as a result of his transfer, "dropping out" or graduation.

E 83: Rollbook Leaf, Grades 1-8, Kindergarten, and Special Classes, Boys.

E 84: Rollbook Leaf, Grades 1-8, Kindergarten, and Special Classes, Girls.

H 101: Rollbook Leaf, Secondary, Boys.

H 102: Rollbook Leaf, Secondary, Girls.

The four rollbook leaves, essentially the same in format, are original records of residence, enrollment and attendance, completed yearly by homeroom teachers. Entries are made for lateness and absence on a daily basis. Residence and telephone number for each student are verified at the end of each month, and any changes are recorded on his rollbook leaf. The forms follow the student when he transfers from one school to another; and all of them remain in the office of the last school attended in Philadelphia until June of the student's nineteenth year of age. The information given on the rollbook leaves includes the student's name, date of birth, residence, zone, and telephone number; his parents' names; and, if it is applicable, his guardian's name.

Special Purpose Forms:

Many forms have been especially designed to facilitate such services as the counseling of individual students, whose difficulties may range from matters of attendance and behavior through those of personality or need for educational and vocational guidance to problems of health and home or neighborhood conditions. Although several of the forms connected with the counseling operation do contain information on individual students--such as C 131: Family History, and CEH 132: Confidential Counseling Record Face Sheet,--they cannot be considered a major source of data, since only approximately 10.8 percent of all public school students in the Philadelphia District receive regular counseling and since the forms themselves are not kept continuously up to date.

Periodic Reports:

Monthly reports, prepared at the classroom, school and district level, provide enrollment data by sex and grade. Admission and dismissal data appear by name and sex, along with additional listings of students whose residences or telephone numbers have changed; only totals appear in the school and district reports. The sources of this information are the rollbook leaves discussed above. Elementary school reports only are tabulated by district.

Employment Records and Reports:

State law requires that employment certificates be issued to minors (i.e., to those below the age of eighteen years) before they may seek employment in jobs other than domestic service, newspaper delivery and farm labor. The minimum ages at which employment certificates may be issued are sixteen for full-time and fourteen for part-time and vacation work. A minor who desires to leave school at the age of sixteen must secure a full-time job. His certificate is retained by his employer and must be returned to the Vocational Guidance Office within five days after job termination, at which time the minor must return to school within two weeks. In the city of Philadelphia, issuance of employment certificates is the responsibility of the school system's Vocational Guidance Service. During the year ending June 30, 1967, no fewer than 34,143 certificates were issued.

C 127: Employment Certificate Record, Boys (Figure 5).

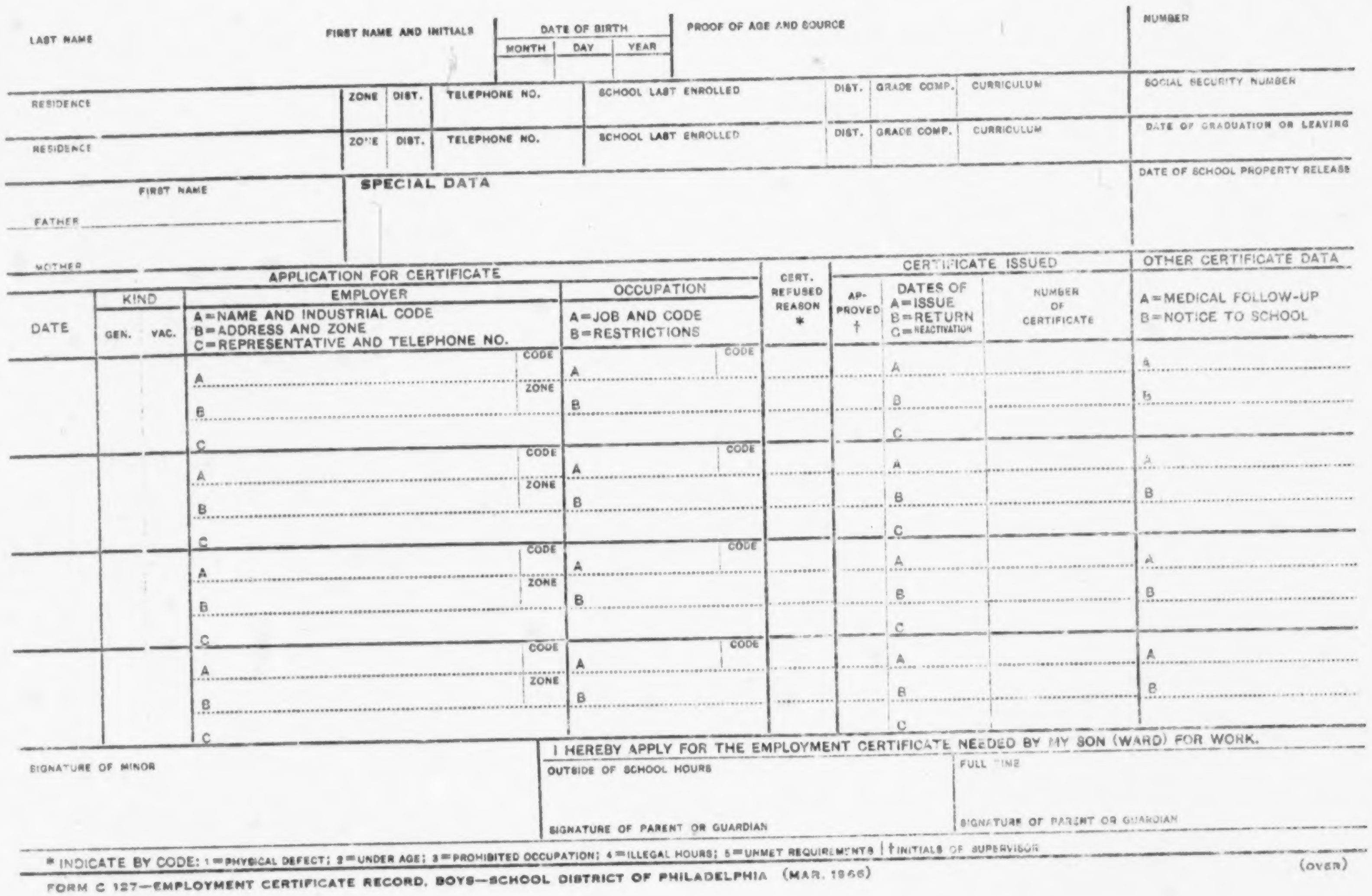
C 128: Employment Certificate Record, Girls.

The two forms are identical, except in color, and constitute a primary source of data on employed minors between the ages of fourteen and eighteen years. Their information includes the name of the student to whom an employment certificate has been issued; his residence, telephone number, grade completed, curriculum, social security number, date of birth and occupation; and his employer's name, address and industrial code.

C 130: Employment and Age Certificate Report.

C 140: Monthly Report, Employment Certificate, Industries and Occupations.

These two types of monthly reports are prepared by the Vocational Guidance Offices. The first (C 130) indicates the numbers of employment certificates issued to applicants in both public and non-public schools by sex, by age at the time of first and subsequent certificates, and by grade completed at the time of first certificate. Other totals are provided on employment certificates refused, by reason of refusal, and on certificates returned. The second report (C 140) shows, on its face, the totals of first certificates classified by sex and occupation of the minor and by industry of the employer; on the reverse



LAST NAME	FIRST NAME AND INITIALS	DATE OF BIRTH MONTH | DAY | YEAR	PROOF OF AGE AND SOURCE			NUMBER
RESIDENCE	ZONE | DIST. | TELEPHONE NO.	SCHOOL LAST ENROLLED	DIST.	GRADE COMP.	CURRICULUM	SOCIAL SECURITY NUMBER
RESIDENCE	ZONE | DIST. | TELEPHONE NO.	SCHOOL LAST ENROLLED	DIST.	GRADE COMP.	CURRICULUM	DATE OF GRADUATION OR LEAVING
FIRST NAME FATHER MOTHER	SPECIAL DATA					DATE OF SCHOOL PROPERTY RELEASE

APPLICATION FOR CERTIFICATE						CERTIFICATE ISSUED			OTHER CERTIFICATE DATA
DATE	KIND		EMPLOYER	OCCUPATION	CERT. REFUSED REASON *	APPROVED †	DATES OF A=ISSUE B=RETURN C=REACTIVATION	NUMBER OF CERTIFICATE	A=MEDICAL FOLLOW-UP B=NOTICE TO SCHOOL
	GEN.	VAC.	A=NAME AND INDUSTRIAL CODE B=ADDRESS AND ZONE C=REPRESENTATIVE AND TELEPHONE NO.	A=JOB AND CODE B=RESTRICTIONS					
			A CODE	A CODE			A		A
			B ZONE	B			B		B
			C				C		
			A CODE	A CODE			A		A
			B ZONE	B			B		B
			C				C		
			A CODE	A CODE			A		A
			B ZONE	B			B		B
			C				C		
			A CODE	A CODE			A		A
			B ZONE	B			B		B
			C				C		

I HEREBY APPLY FOR THE EMPLOYMENT CERTIFICATE NEEDED BY MY SON (WARD) FOR WORK.

SIGNATURE OF MINOR	OUTSIDE OF SCHOOL HOURS SIGNATURE OF PARENT OR GUARDIAN	FULL TIME SIGNATURE OF PARENT OR GUARDIAN

* INDICATE BY CODE: 1=PHYSICAL DEFECT; 2=UNDER AGE; 3=PROHIBITED OCCUPATION; 4=ILLEGAL HOURS; 5=UNMET REQUIREMENTS | †INITIALS OF SUPERVISOR

FORM C 127—EMPLOYMENT CERTIFICATE RECORD, BOYS—SCHOOL DISTRICT OF PHILADELPHIA (MAR. 1966) (OVER)

Figure 5. Public School Form C 127: Employment Certificate Record.

are given the same totals for subsequent certificates. No identification of areas of minors' residences is provided.

Appraisal of Data in the Basic Records

For the purposes of the present research, the principal value of the data that have been described lies in their potential for representing the characteristics of so large a segment of the youth of the "North City" poverty neighborhood. The limitations of the data are the expected ones: their relative inaccessibility, their inadequacy of area identification and, occasionally, their lack of completeness and questionable accuracy as recorded on the forms.

It has been noticed that the individual records are often physically located in school classrooms where teachers must bear the responsibility for their completion and maintenance. Unfortunately, small secretarial staffs limit the capacity of most schools for the substantial efforts necessary to make more information more readily accessible. Although the work could be accomplished by the teachers themselves, it is understandable--and even desirable because of the weight of their particular professional responsibilities--that they should resist the imposition of additional record-keeping burdens.

The problem of area identification is, indeed, a major one, since students do not necessarily attend schools in their areas of residence within the city. This problem, while certainly a difficult one, is by no means insoluble, as will be subsequently shown.

Evidence of deficiencies in record keeping was frequently observed during inspections of individual records maintained by the various schools visited in the "North City" area. This is not meant to suggest that the schools' great quantities of records were not generally well maintained. They were. But certain items of information, such as parents' (stepparents' or guardians') names and characteristics, are troublesome by their very nature. The difficulties arise, in part, from inadequacies in the design of forms, where the questions are not sufficiently detailed to permit proper representation of circumstances that often become particularly complex in poverty neighborhoods. No entries were found, for example, under "Father" in a number of cases; in many others the written entry was simply "unknown." In still others, the father's address was not known, or he was living in a different city. Needless to say, it would be difficult to translate such data into significant statistics on the composition of resident families. Additional problems include questionable currency of addresses and other information in many cases.

It should be made quite clear that the inspection of school records of every type in schools of all levels by the project was in no way intended as an evaluation of the practices and efficiency of the school system in the keeping of records. Rather, it was made only for the purpose of identifying problems that would arise, were an attempt made to use the information in these records for general statistical purposes. Indeed, much of the criticism here made coincides, more or less, with that which has so far resulted from the school system's current self-examination with regard to its own statistical and record-keeping procedures. Major changes of forms and methods of maintaining them are now being contemplated, to include the simplification, replacement or elimination of certain of the forms. Among the most promising of the projected developments are those which have already led to the establishment of a centralized "data bank" of basic student information and which offer future prospects of overcoming most of the observed deficiencies, and, more important, of providing even more comprehensive data that are now available.

The Data Bank

The increasingly critical requirements of the Philadelphia public school system for more comprehensive and centrally available data and for coordination and simplification of its internal procedures for the gathering and reporting of information have resulted in the organization of the new Department of Administrative and Survey Research. To this organization has been assigned a variety of responsibilities. One of them is the development and maintenance of a computerized data bank.

The initial efforts of the data bank, under the official title of the Pupil Identification Project, were directed toward the combination, in a single operation, of the 1967 Annual Racial Survey, the preliminary work for the 1968 School Census and the assignment of an identification number to every individual student. On October 31, 1967, homeroom teachers completed specially developed forms for all pupils assigned to them as of that date. These forms, designed to ensure uniformity in the recording of data so as to facilitate keypunching, contained spaces for school and class identification and the name, address, sex, birthdate and race of each student. After the forms had been given a preliminary audit for completeness and accuracy, they were transmitted to a central location for machine processing, which included a vital step: the addition of codes for each address to indicate city block and census tract. It was this last operation that provided the basis for subsequent tabulations of data, not merely by school, but by areas of residence as well.

The computerized coding of students' addresses to show block and tract identification was accomplished with the help of the City's Real Property Location Index, now more generally known by the Bureau of the Census designation for such files as the Address Coding Guide. This device, available on computer tape, required additional refinements and special programming to meet the particular needs for processing the school data. The result was a thoroughly successful matching, in 97.4 percent of the cases, between addresses provided by the teachers and the identification data on the Location Index. The remaining 2.6 percent of the cases were given arbitrary area assignments on the basis of school location.

The various steps of the entire data collection and processing operations--completion of forms, checking, punching, verifying, auditing, address matching and coding, and assignment of identification numbers--occupied a period of five months. Their outcome is an extremely valuable translation of data organized by location of activity into a form permitting tabulations for any geographic area consisting of aggregations of blocks.

Plans for the data bank call for periodic repetitions of its basic operations of collecting and processing individual statistics, further automation of its procedures and, to the extent that finances may permit, the addition of other types of data to its resources. Already, however, the accomplishments of the data bank are of major significance to the present research; for they demonstrate that it is technically feasible to convert information furnished by scattered agencies into tabulations by area of residence.

The Annual School Censuses

By State law, the public school system is required to conduct an annual census of all children of school age for the purpose of determining whether they are enrolled in school or legally excused from attendance. This is not a conventional census that requires interviews in all households; rather, most of its information is drawn from existing school records. The data reported include totals of children, by year of age and by sex, who are in attendance at public, parochial and private schools; and there are also totals for those not in school because of employment or for other reasons.

There are, basically, four systems for the collection of data for school censuses. From the public and private schools within the city comes the information, tabulated in the different public school district attendance offices, concerning those children who attend schools of any kind within each district. The sixth administrative district bears the additional burden of tabulating the data reported from schools (again of any kind) outside the city on those children who attend them but whose parents or guardians reside within the Philadelphia city limits. The data for children legally employed and therefore not enrolled in school is tabulated in the various district attendance offices from information on the issuance of work permits reported by the Vocational Guidance Service. Finally, information reported by the administrative districts' attendance officers concerning school-age children neither employed nor enrolled in school is derived from school dismissal reports and from the records of home and school visitors, the ameliorated and less fearful term for the once celebrated "truant officers." Every third year, the taking of the school census involves an additional operation: a "door-to-door canvass" by the home and school visitors in which they visit at least two residences on each side of every block. This is intended to ensure the recording of the names of all school-age children. However, it seems hardly necessary to point out that the validity of this technique is questionable if only because of the variability of population density among blocks and of assiduity among interviewers (since each is entirely free to determine the number of houses in excess of eight per block that he will canvass).

While the data collected by these various means are tabulated for each of the eight administrative districts of the Philadelphia public school system and for the city as a whole, they are not and, under the present system, could not be provided for such geographic areas as the "North City;" for the children are reported by location of school instead of by area of residence. And those in schools outside the city are listed simply as city residents. Moreover, financial resources and personnel are unavailable for interviews in every household, and a problem of undercounting is therefore obviously present because of the almost certain existence of many school-age children who have never come in contact with the recording agencies of the school system. The undercount for the city as a whole may be relatively insignificant; but the problem must necessarily be much more serious in a poverty neighborhood, because the category of individuals neither employed nor enrolled in school is proportionately greater there than elsewhere in the city. In spite of these deficiencies, the information contained in the annual school censuses is valuable in that it offers data on all the children in Philadelphia and not just on those in the public schools. Hence, it approximates a complete count of the school-age population of the city from year to year.

THE PAROCHIAL SCHOOL SYSTEM

Facilities, Jurisdictions and Types of Services

Approximately 150,000 students--nearly one third of the total school enrollment in the city--attend Philadelphia's one hundred seventy-five Roman Catholic parochial schools. The exact number of "North City" children attending these schools is unknown, but a reasonable estimate would be of the order of 6,000 students.

The one hundred thirty-eight elementary schools (grades one through eight), fourteen high schools (grades nine through twelve), seventeen private schools and six special purpose schools within the city make up part of a larger system embracing no less than five counties and conducted by the Archdiocese of Philadelphia, Administered from the office of the Archdiocesan Superintendent of Schools, they are not divided into districts like the public schools. As their name suggests, the elementary parochial schools' jurisdictions generally follow parish boundaries, with occasional consolidations where one parish or another has no school of its own. Parish boundaries generally determine the assignment of students to high schools also. The "North City" area contains eighteen elementary and two high schools which, however, do not serve "North City" residents exclusively.

Records and Types of Information

No centralized student data are available except those on total enrollments by school, age and sex. The data on individual students who attend parochial schools are recorded on three basic forms maintained in the individual schools.

C 93: Registration Card, Parochial, Boys.

C 94: Registration Card, Parochial, Girls (Figure 6).

These forms are completed at the time of a student's original admission, readmission, transfer and dismissal. The information contained in them includes the student's name, address, telephone number, date of birth and country of birth (if U. S. A., city and state); his parents' first names and countries of birth; and his stepparent's or guardian's full name, if applicable.

EH 5: Alphabetic Index. The form is identical, even in its number and name, to that used in the Philadelphia public school system and described above (Figure 3).

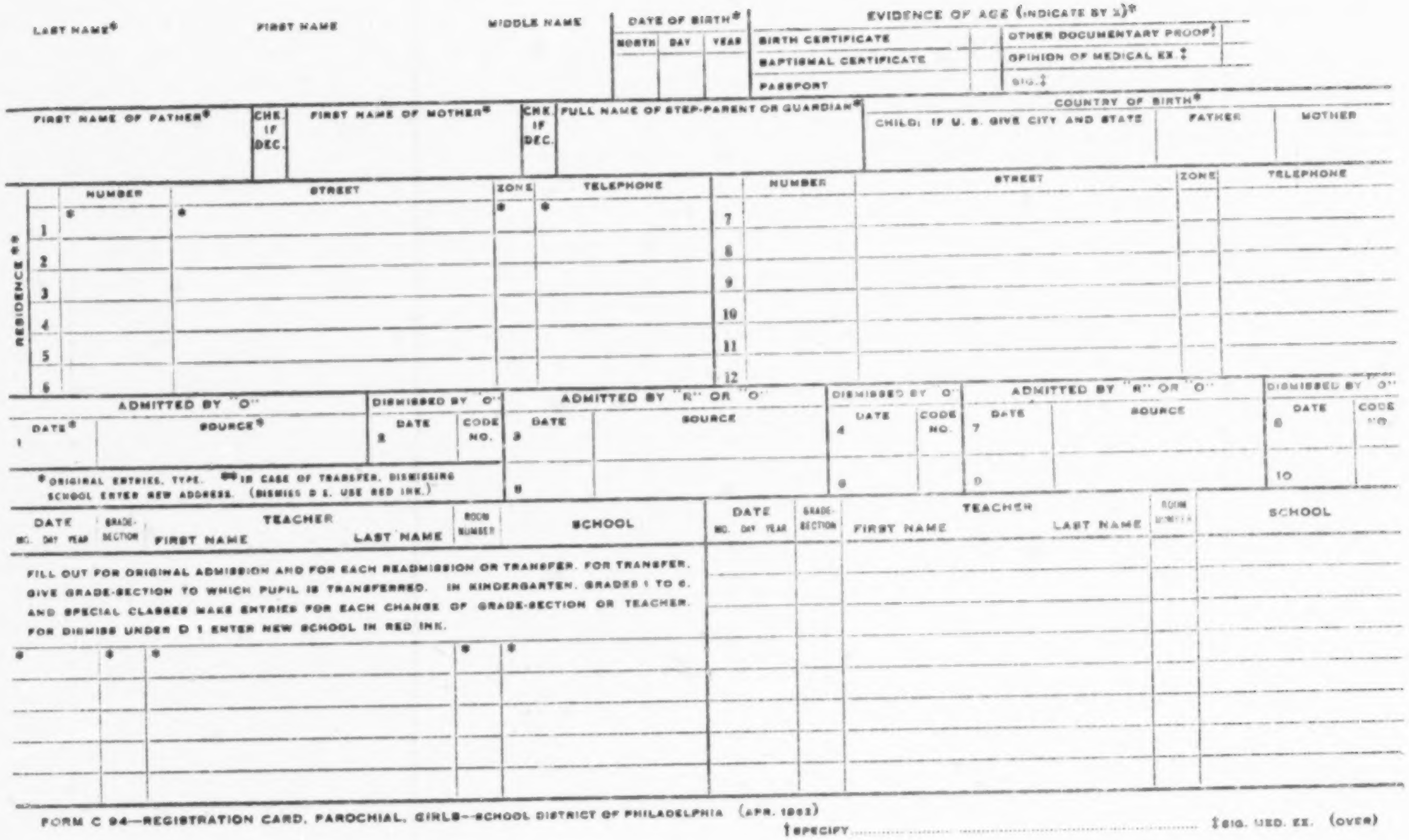
C 91: Rollbook Leaf, Parochial and Private, Boys.

C 92: Rollbook Leaf, Parochial and Private, Girls.

Substantially the same in format as those used in the public schools, these forms also offer the same data.

Appraisal of Data in the Basic Records

Since parochial school data are so similar to those of the public schools, they also have essentially the same



LAST NAME*	FIRST NAME	MIDDLE NAME	DATE OF BIRTH*			EVIDENCE OF AGE (INDICATE BY X)*			
			MONTH	DAY	YEAR	BIRTH CERTIFICATE		OTHER DOCUMENTARY PROOF†	
						BAPTISMAL CERTIFICATE		OPINION OF MEDICAL EX.‡	
						PASSPORT		SIG.‡	

FIRST NAME OF FATHER*	CHK. IF DEC.	FIRST NAME OF MOTHER*	CHK. IF DEC.	FULL NAME OF STEP-PARENT OR GUARDIAN*	COUNTRY OF BIRTH*		
					CHILD: IF U. S. GIVE CITY AND STATE	FATHER	MOTHER

RESIDENCE **		NUMBER	STREET	ZONE	TELEPHONE		NUMBER	STREET	ZONE	TELEPHONE
	1	*	*	*	*	7				
	2					8				
	3					9				
	4					10				
	5					11				
	6					12				

ADMITTED BY "O"		DISMISSED BY "O"		ADMITTED BY "R" OR "O"		DISMISSED BY "O"		ADMITTED BY "R" OR "O"		DISMISSED BY "O"	
DATE*	SOURCE*	DATE	CODE NO.	DATE	SOURCE	DATE	CODE NO.	DATE	SOURCE	DATE	CODE NO.
1		2		3		4		7		8	
* ORIGINAL ENTRIES, TYPE. ** IN CASE OF TRANSFER, DISMISSING SCHOOL ENTER NEW ADDRESS. (DISMISS D 1. USE RED INK.)				5		6		9		10	

DATE MO. DAY YEAR	GRADE-SECTION	TEACHER FIRST NAME	LAST NAME	ROOM NUMBER	SCHOOL	DATE MO. DAY YEAR	GRADE-SECTION	TEACHER FIRST NAME	LAST NAME	ROOM NUMBER	SCHOOL
FILL OUT FOR ORIGINAL ADMISSION AND FOR EACH READMISSION OR TRANSFER. FOR TRANSFER, GIVE GRADE-SECTION TO WHICH PUPIL IS TRANSFERRED. IN KINDERGARTEN, GRADES 1 TO 6, AND SPECIAL CLASSES MAKE ENTRIES FOR EACH CHANGE OF GRADE-SECTION OR TEACHER. FOR DISMISS UNDER D 1 ENTER NEW SCHOOL IN RED INK.											
*	*	*		*	*						

FORM C 94—REGISTRATION CARD, PAROCHIAL, GIRLS—SCHOOL DISTRICT OF PHILADELPHIA (APR. 1962)

†SPECIFY .... ‡SIG. MED. EX. (OVER)

Figure 6. Parochial School Form C 94: Registration Card, Parochial, Girls.

strengths and weaknesses. The problems of accessibility and completeness are heightened by the fact that many of the parochial schools have no secretarial and clerical personnel whatsoever, so that the entire burden of administration falls upon their academic staffs. Moreover, despite the fact that the forms described above are used in all the schools, the possibility remains for variation among schools in the procedures for their completion and maintenance. And, as was the case with the public schools' data, no tabulations are possible by area of residence without special arrangements for the coding of addresses. In view of the severely limited financial resources of the parochial system, the development of a more extensive record-keeping and data-reporting operation does not appear possible at present. The only immediately apparent solution to the critically important need for the centralized provision of detailed data on the characteristics of parochial school students seems to lie in the extension of the procedures of the public schools' data bank to include those students enrolled in the parochial system.

CHAPTER 3

MANPOWER SERVICES

The records of the agencies that provide manpower and job market services represent no more than one tenth of Philadelphia's labor force, although the ratio may be somewhat higher for the "North City." Since there is no reason to believe that this fraction is representative of the remainder of the city's work force, or even of the "North City's," it is clear that manpower agency records do not possess as great potential to indicate the characteristics of the general working population as do those of the schools for the school-age population. Yet their nature is such that they produce far more detail on the characteristics of individuals; and, through their identification of persons served by the manpower programs, they provide part of the information necessary to evaluate the adequacy of the service programs' activities. Among the many manpower agencies serving the

"North City" residents, the Pennsylvania State Employment Service produces by far the largest quantity of individual records. The others here reported upon have been considered more out of interest in the kinds of data that they deem worthy of acquisition than out of any conviction that their records might be significant sources of information on the general population.

THE PENNSYLVANIA STATE EMPLOYMENT SERVICE

Facilities, Jurisdictions and Types of Services

The Pennsylvania State Employment Service is organized under the Bureau of Employment Security in the Pennsylvania Department of Labor and Industry. Its activities throughout the State are administered in several geographic districts of which the first consists of the five Pennsylvania counties of the Philadelphia metropolitan area. The offices serving the city itself are of three types: specialized placement offices, human resources development centers and unemployment compensation claims offices. There are five of the specialized placement offices with jurisdictions corresponding to major industrial classifications of employment: professional and clerical, service, industrial (manufacturing), industrial (non-manufacturing) and men's apparel. While these offices serve the entire city, the three human resources development centers and the six unemployment compensation claims offices serve specific geographic areas within it. The three areas over which the human resources development centers have jurisdiction are those north of Market Street, south of Market Street and west of the Schuylkill River; and of them, the North Center's area includes, but is not limited to, the "North City" poverty neighborhood. Area jurisdictions are smaller for the claims offices, two of which, designated as Uptown and Downtown, serve the "North City," although not exclusively in either case. In addition, there are professional counseling personnel from the Employment Service stationed in a number of other agencies in support of its "outreach" program.

The "outreach" program is typical of the shift in the orientation of the Employment Service's function as a placement agency from interest primarily in filling the needs of employers to interest also in the development of the employability of job applicants. The broadening of activities implied by this change in emphasis has resulted in participation to various degrees by the Employment Service in a number of federally sponsored manpower programs, such as the Concentrated Employment Program, training programs under the Manpower Development and Training Act, the local Apprenticeship Information Center and the Philco-Ford Project of the "Ten Cities Program." Activities of this sort have involved the Employment Service more deeply than before with members of the "North City" population.

Records and Types of Information

The requirements of the various activities of the Employment Service for detailed personal data are reflected in its several basic record forms completed at the time of initial and subsequent interviews with applicants. These forms may be categorized as general or special purpose, depending upon whether they are related to the agency's basic activities of job placement and processing of unemployment compensation claims for all types of applicants or to certain of its more specialized services for human resources development or individuals eligible for special programs. All the forms are completed and maintained in accordance with carefully standardized and published procedures which provide a high degree of uniformity to the operations of gathering information.

In order to avoid repetition in the discussion that follows, a few forms are included (the MT series of the United States Department of Labor and Department of Health, Education and Welfare) which are used not only by the Employment Service, but by other agencies as well. Only forms with population information of major relevance to the project are here reported upon, the content of the three principal ones among them being illustrated in part in Table II, along with an indication of the corresponding data acquired by several other independent manpower activities.

General Purpose Forms:

The personal and economic characteristics of all individuals who apply for assistance at local Employment Service offices may be obtained from either of two basic forms: the Application Card (ES-511), completed by those who apply to placement offices and to human resources development centers; and the Application for Benefits (UC-42), completed by those who claim unemployment compensation.

TABLE II

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS OF LOCAL MANPOWER AGENCIES

	Employment Service			Concentrated Employment Program	Neighborhood Youth Corps	Opportunities Industrialization Center
Item	ES-511 M,F,V,P (Fig. 7)	UC-42 UC-100 (Fig. 8)	MT-101 (Fig. 9)	CEP-1 (Fig. 13)	NYC-16 (Fig. 14)	A-10/3 (Figs. 15,16, and 17)
Name	X	X	X	X	X	X
Address	X	X	-	X	X	X
Length of Residence	-	-	-	X	-	X
Social Security No.	X	X	X	X	X	X
Birth Date	X	X	X	X	X	X
Birth Place	-	-	-	-	X	X
Sex	X	X	X	X	X	X

TABLE II

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS OF LOCAL MANPOWER AGENCIES (CONTINUED)

Item	ES-511 M,F,V,P	UC-42 UC-100	MT-101	CEP-1	NYC-16	A-10/3
Race	-	-	-	X	X	X
Health Status	-	-	X	X	-	X
Marital Status	X	-	X	X	X	X
Family Status	-	-	X	X	X	X
Number of Dependents	-	-	X	X	-	X
Occupation	X	X	X	X	-	X
Work History	X	X	-	X	X	X
Education	X	-	X	X	X	X

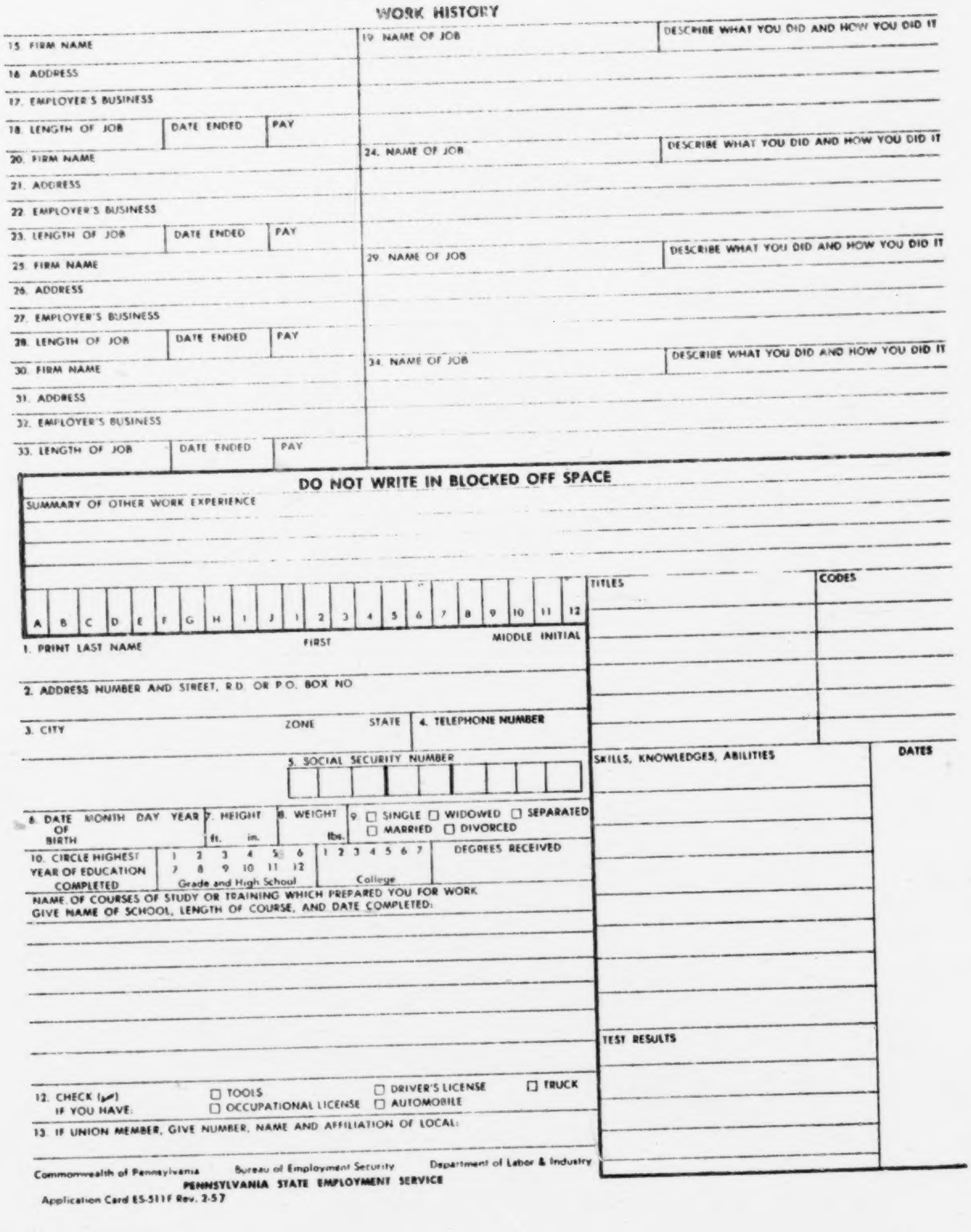
TABLE II

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS OF LOCAL MANPOWER AGENCIES (CONTINUED)

Item	ES-511 M,F,V,P	UC-42 UC-100	MT-101	CEP-1	NYC-16	A-10/3
Training	X	-	-	X	-	X
Personal Income	-	-	-	X	-	X
Family Income	-	-	-	X	X	X
Income Sources	-	-	-	X	X	X
Date of Form	X	X	-	X	X	X

ES-511: Application Card (Figure 7). This form has four variants: ES-511 M, ES-511 F, ES-511 V and ES-511 P. The letter suffixes indicate the particular uses for the forms by males (M), females (F), veterans (V) and applicants for part-time or summer work (P). The first two forms are identical except in color; the third includes an item (number 11) with space for dates of last military service and Veterans Administration claim number; and the fourth is an abbreviated version of the others, containing the same basic information but with less space for listing past work experience. The forms are completed, as appropriate, by the individual applicants and are verified and coded during the initial interview. All four contain additional space on their reverse sides for information on Employment Service actions, such as the nature of the counseling provided, referrals to potential employers and results of such referrals. They are maintained in the local offices for at least one year before being discarded. Veterans' applications are given preference and filed separately.

UC-42: Application for Benefits (Figure 8). This form, completed by all applicants for unemployment compensation, is a manifold one prepared in three copies, of which the second and third contain additional spaces



WORK HISTORY

15. FIRM NAME
16. ADDRESS
17. EMPLOYER'S BUSINESS
18. LENGTH OF JOB | DATE ENDED | PAY
19. NAME OF JOB | DESCRIBE WHAT YOU DID AND HOW YOU DID IT

20. FIRM NAME
21. ADDRESS
22. EMPLOYER'S BUSINESS
23. LENGTH OF JOB | DATE ENDED | PAY
24. NAME OF JOB | DESCRIBE WHAT YOU DID AND HOW YOU DID IT

25. FIRM NAME
26. ADDRESS
27. EMPLOYER'S BUSINESS
28. LENGTH OF JOB | DATE ENDED | PAY
29. NAME OF JOB | DESCRIBE WHAT YOU DID AND HOW YOU DID IT

30. FIRM NAME
31. ADDRESS
32. EMPLOYER'S BUSINESS
33. LENGTH OF JOB | DATE ENDED | PAY
34. NAME OF JOB | DESCRIBE WHAT YOU DID AND HOW YOU DID IT

DO NOT WRITE IN BLOCKED OFF SPACE

SUMMARY OF OTHER WORK EXPERIENCE

A B C D E F G H I J 1 2 3 4 5 6 7 8 9 10 11 12

TITLES | CODES

1. PRINT LAST NAME FIRST MIDDLE INITIAL
2. ADDRESS NUMBER AND STREET, R.D. OR P.O. BOX NO
3. CITY ZONE STATE
4. TELEPHONE NUMBER
5. SOCIAL SECURITY NUMBER
6. DATE OF BIRTH MONTH DAY YEAR
7. HEIGHT ft. in.
8. WEIGHT lbs.
9. ☐ SINGLE ☐ WIDOWED ☐ SEPARATED ☐ MARRIED ☐ DIVORCED
10. CIRCLE HIGHEST YEAR OF EDUCATION COMPLETED 1 2 3 4 5 6 7 8 9 10 11 12 Grade and High School 1 2 3 4 5 6 7 College DEGREES RECEIVED

NAME OF COURSES OF STUDY OR TRAINING WHICH PREPARED YOU FOR WORK
GIVE NAME OF SCHOOL, LENGTH OF COURSE, AND DATE COMPLETED:

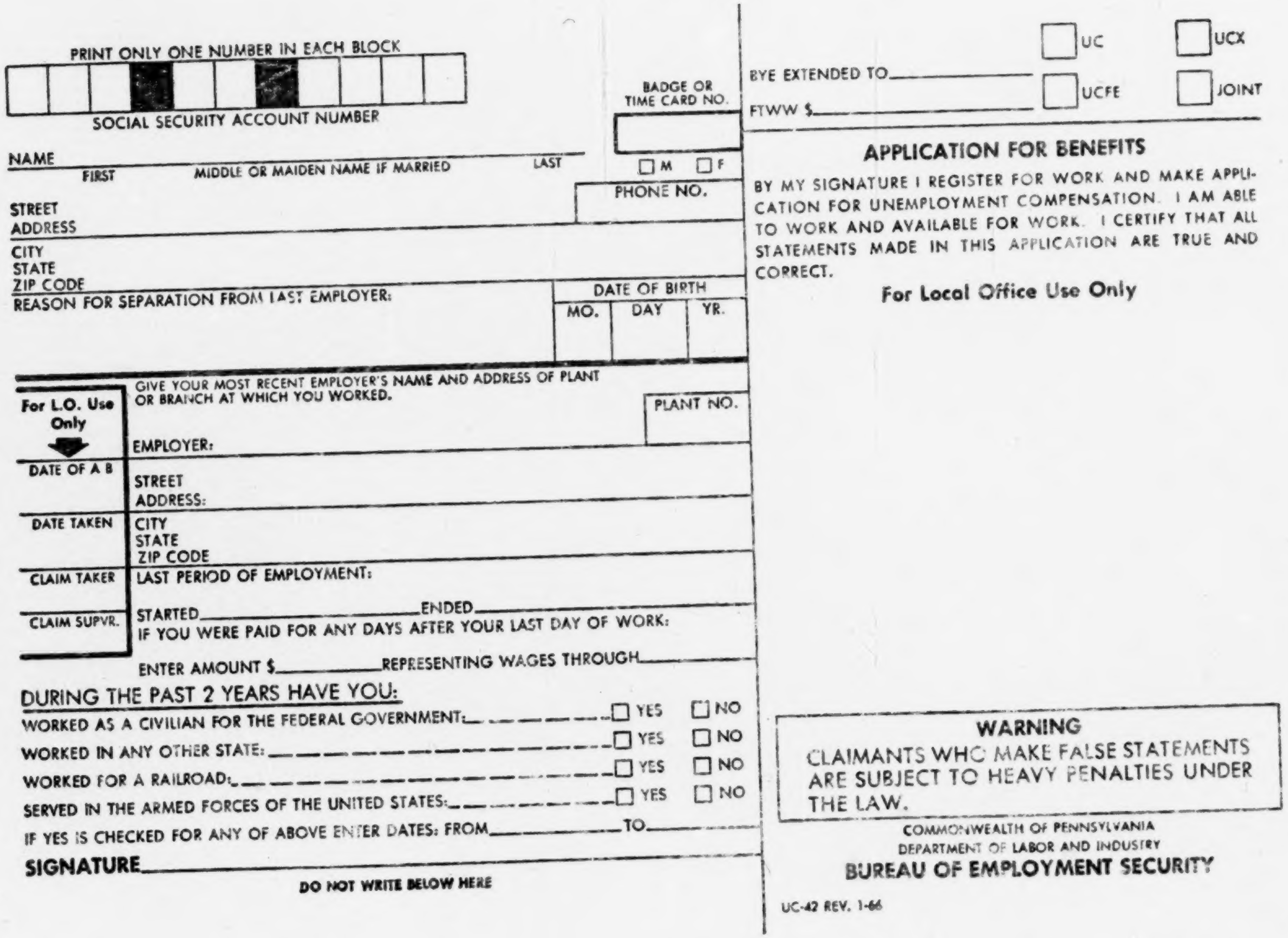
SKILLS, KNOWLEDGES, ABILITIES | DATES

TEST RESULTS

12. CHECK (✓) IF YOU HAVE: ☐ TOOLS ☐ OCCUPATIONAL LICENSE ☐ DRIVER'S LICENSE ☐ AUTOMOBILE ☐ TRUCK
13. IF UNION MEMBER, GIVE NUMBER, NAME AND AFFILIATION OF LOCAL:

Commonwealth of Pennsylvania Bureau of Employment Security Department of Labor & Industry
PENNSYLVANIA STATE EMPLOYMENT SERVICE
Application Card ES-511F Rev. 2-57

Figure 7. Employment Service Form ES-511 F: Application Card.



PRINT ONLY ONE NUMBER IN EACH BLOCK

SOCIAL SECURITY ACCOUNT NUMBER

BADGE OR TIME CARD NO.

NAME ______ FIRST ______ MIDDLE OR MAIDEN NAME IF MARRIED ______ LAST

☐ M ☐ F

STREET ADDRESS

PHONE NO.

CITY
STATE
ZIP CODE

REASON FOR SEPARATION FROM LAST EMPLOYER:

DATE OF BIRTH		
MO.	DAY	YR.

For L.O. Use Only

DATE OF A B

DATE TAKEN

CLAIM TAKER

CLAIM SUPVR.

GIVE YOUR MOST RECENT EMPLOYER'S NAME AND ADDRESS OF PLANT OR BRANCH AT WHICH YOU WORKED.

PLANT NO.

EMPLOYER:

STREET ADDRESS:

CITY
STATE
ZIP CODE

LAST PERIOD OF EMPLOYMENT:

STARTED__________ENDED__________

IF YOU WERE PAID FOR ANY DAYS AFTER YOUR LAST DAY OF WORK:

ENTER AMOUNT $__________REPRESENTING WAGES THROUGH__________

DURING THE PAST 2 YEARS HAVE YOU:

WORKED AS A CIVILIAN FOR THE FEDERAL GOVERNMENT:__________☐ YES ☐ NO

WORKED IN ANY OTHER STATE:__________☐ YES ☐ NO

WORKED FOR A RAILROAD:__________☐ YES ☐ NO

SERVED IN THE ARMED FORCES OF THE UNITED STATES:__________☐ YES ☐ NO

IF YES IS CHECKED FOR ANY OF ABOVE ENTER DATES: FROM__________TO__________

SIGNATURE__________

DO NOT WRITE BELOW HERE

BYE EXTENDED TO__________ ☐ UC ☐ UCX

FTWW $__________ ☐ UCFE ☐ JOINT

APPLICATION FOR BENEFITS

BY MY SIGNATURE I REGISTER FOR WORK AND MAKE APPLICATION FOR UNEMPLOYMENT COMPENSATION. I AM ABLE TO WORK AND AVAILABLE FOR WORK. I CERTIFY THAT ALL STATEMENTS MADE IN THIS APPLICATION ARE TRUE AND CORRECT.

For Local Office Use Only

WARNING

CLAIMANTS WHO MAKE FALSE STATEMENTS ARE SUBJECT TO HEAVY PENALTIES UNDER THE LAW.

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
BUREAU OF EMPLOYMENT SECURITY

UC-42 REV. 1-66

Figure 8. Employment Service Form UC-42: Application for Benefits.

for local office entries and are separately numbered UC-45 and UC-100, respectively. Basic items of information appear on all three forms, to include the names and addresses of the applicant and of his last employer and the applicant's telephone number, sex, birth date, social security number and reason for separation from last employment. Form UC-45 carries spaces on its reverse side for a statement of additional data by the employer on the nature of the applicant's last employment, his earnings, the type of his separation and the reasons for it. Form UC-100 has spaces on the front for the entry of past employment and others on the reverse for a variety of information entered by the interviewer and including occupational titles and codes. The forms are maintained in the local claims office until unemployment benefits are exhausted or terminated because of the claimant's having secured a new job. They are then retained for a period of two years in an inactive file, from which they may be reactivated in case of a subsequent claim. Accuracy of data in these forms is highly probable, for the UC-42 includes a warning of legal penalties for false statements.

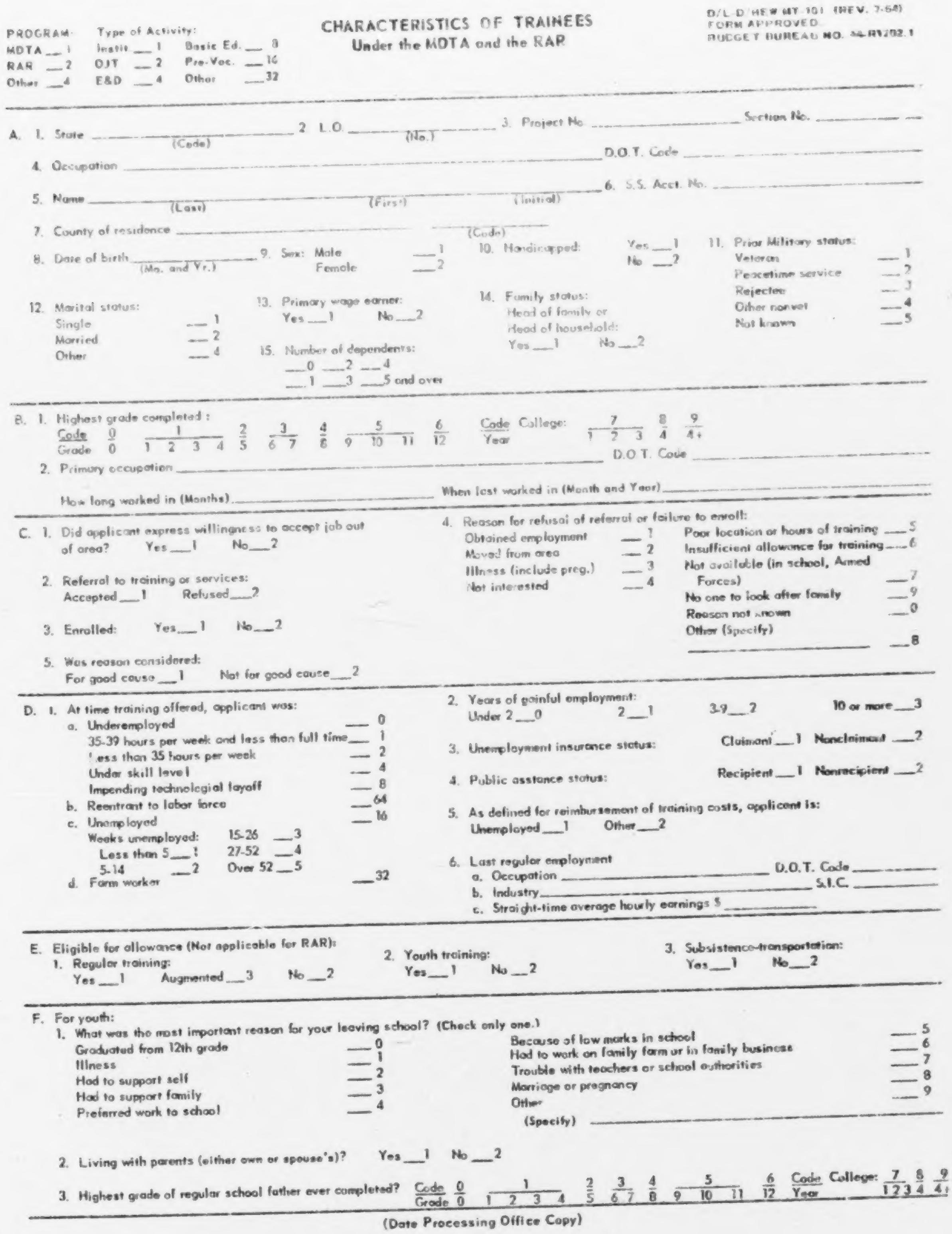
UC-450: Identification Questionnaire. Completed for all claimants for unemployment compensation, the form contains the name and social security number (but not the address) of the applicant, together with a variety of personal information on his employment status, most of which is subsequently entered on the UC-42 or UC-100. Like them, the UC-450 is also maintained in the local claims office.

ES-512: Additional Application Card. The three variants of this form are ES-512 M, ES-512 F and ES-512 V. They duplicate the basic individual information in their ES-511 counterparts and are used in placement efforts for secondary job classifications. Since they contain no new data, and since they are not completed for all applicants, these forms cannot be considered a primary data source.

Special Purpose Forms:

Special purpose forms are completed for a relatively small number of persons and therefore do not constitute a major source of information. Among them, those of the MT series are nevertheless of interest because of the particular types of data that they provide--especially those relevant to the evaluation of the effectiveness of manpower services. The MT forms are required by federal regulation for the administration of the institutional and on-the-job training programs of the Manpower Development and Training Act. The Employment Service, it should be noted, is usually not directly responsible for these programs, although it does have referral and certain other functions in cooperation with them. Other agencies serve as the prime contractors for on-the-job training, such as, for examples, the Philadelphia Manpower Utilization Commission, the Urban League and the North City Congress. These agencies subcontract specific programs with yet other non-profit organizations and with private firms. Institutional training under the Manpower Development and Training Act has been given principally in the public vocational schools. Unless otherwise noted, the special purpose forms in the MT series are used for all trainees in these programs and in certain others as well which receive funds under legislation other than the Manpower Development and Training Act.

MT-101: Characteristics of Trainees (Figure 9). This form is completed by the Employment Service for all participants in institutional training programs, for all who receive cash allowances while engaged in on-the-job training programs, and for many in these latter who do not receive allowances. Unfortunately, no means exist to determine the number or proportion of trainees for



PROGRAM:
MDTA ___ 1
RAR ___ 2
Other ___ 4

Type of Activity:
Instit ___ 1 Basic Ed. ___ 8
OJT ___ 2 Pre-Voc. ___ 16
E&D ___ 4 Other ___ 32

CHARACTERISTICS OF TRAINEES
Under the MDTA and the RAR

D/L-D/HEW MT-101 (REV. 7-64)
FORM APPROVED
BUDGET BUREAU NO. 44-R1202.1

A. 1. State ______ (Code) 2 L.O. ______ (No.) 3. Project No ______ Section No. ______
4. Occupation ______ D.O.T. Code ______
5. Name ______ (Last) (First) (Initial) 6. S.S. Acct. No. ______
7. County of residence ______ ______ (Code)
8. Date of birth ______ (Mo. and Yr.)
9. Sex: Male ___ 1 Female ___ 2
10. Handicapped: Yes ___ 1 No ___ 2
11. Prior Military status: Veteran ___ 1 Peacetime service ___ 2 Rejectee ___ 3 Other nonvet ___ 4 Not known ___ 5
12. Marital status: Single ___ 1 Married ___ 2 Other ___ 4
13. Primary wage earner: Yes ___ 1 No ___ 2
14. Family status: Head of family or Head of household: Yes ___ 1 No ___ 2
15. Number of dependents: ___ 0 ___ 2 ___ 4 ___ 1 ___ 3 ___ 5 and over

B. 1. Highest grade completed:

Code	0	1	2	3	4	5	6	Code College: 7, 8, 9
Grade	0	1 2 3 4	5	6 7	8	9 10 11	12	Year 1 2 3, 4, 4+

2. Primary occupation ______ D.O.T. Code ______
How long worked in (Months) ______ When last worked in (Month and Year) ______

C. 1. Did applicant express willingness to accept job out of area? Yes ___ 1 No ___ 2
2. Referral to training or services: Accepted ___ 1 Refused ___ 2
3. Enrolled: Yes ___ 1 No ___ 2
4. Reason for refusal of referral or failure to enroll:
Obtained employment ___ 1
Moved from area ___ 2
Illness (include preg.) ___ 3
Not interested ___ 4
Poor location or hours of training ___ 5
Insufficient allowance for training ___ 6
Not available (in school, Armed Forces) ___ 7
No one to look after family ___ 9
Reason not known ___ 0
Other (Specify) ______ ___ 8
5. Was reason considered: For good cause ___ 1 Not for good cause ___ 2

D. 1. At time training offered, applicant was:
a. Underemployed ___ 0
35-39 hours per week and less than full time ___ 1
Less than 35 hours per week ___ 2
Under skill level ___ 4
Impending technolcgial layoff ___ 8
b. Reentrant to labor force ___ 64
c. Unemployed ___ 16
Weeks unemployed: Less than 5 ___ 1 5-14 ___ 2 15-26 ___ 3 27-52 ___ 4 Over 52 ___ 5
d. Farm worker ___ 32
2. Years of gainful employment: Under 2 ___ 0 2 ___ 1 3-9 ___ 2 10 or more ___ 3
3. Unemployment insurance status: Claimant ___ 1 Nonclaimant ___ 2
4. Public asstance status: Recipient ___ 1 Nonrecipient ___ 2
5. As defined for reimbursement of training costs, applicant is: Unemployed ___ 1 Other ___ 2
6. Last regular employment
a. Occupation ______ D.O.T. Code ______
b. Industry ______ S.I.C. ______
c. Straight-time average hourly earnings $ ______

E. Eligible for allowance (Not applicable for RAR):
1. Regular training: Yes ___ 1 Augmented ___ 3 No ___ 2
2. Youth training: Yes ___ 1 No ___ 2
3. Subsistence-transportation: Yes ___ 1 No ___ 2

F. For youth:
1. What was the most important reason for your leaving school? (Check only one.)
Graduated from 12th grade ___ 0
Illness ___ 1
Had to support self ___ 2
Had to support family ___ 3
Preferred work to school ___ 4
Because of low marks in school ___ 5
Had to work on family farm or in family business ___ 6
Trouble with teachers or school authorities ___ 7
Marriage or pregnancy ___ 8
Other ___ 9
(Specify) ______
2. Living with parents (either own or spouse's)? Yes ___ 1 No ___ 2
3. Highest grade of regular school father ever completed?

Code	0	1	2	3	4	5	6	Code College: 7, 8, 9
Grade	0	1 2 3 4	5	6 7	8	9 10 11	12	Year 1 2 3, 4, 4+

(Data Processing Office Copy)

Figure 9. Department of Labor and Department of Health, Education and Welfare Form MT-101: Characteristics of Trainees.

whom no forms are completed; nor is it now possible to state their number in the "North City" area, since only county of residence is given on the form. Four copies of the MT-101 are usually prepared for each trainee, one of which remains with the Employment Service control office.

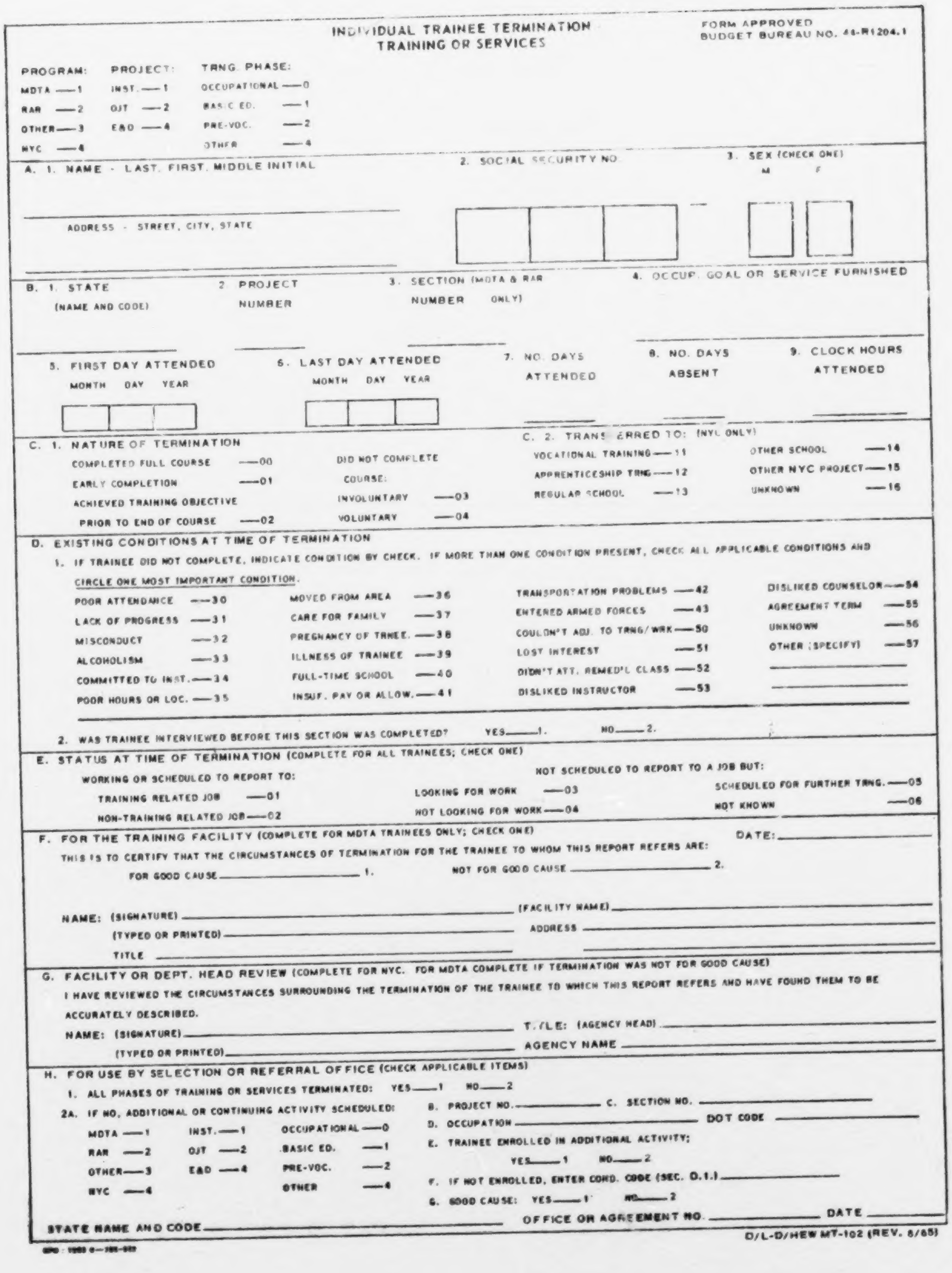
MT-102: Individual Trainee Termination Training or Services (Figure 10). Usually completed at the training facility, the MT-102 provides a detailed indication of the reasons for, and of the nature of, the termination of training and of the post-training employment status of the individual.

MT-103: Post Training Report (Figure 11).

MT-103a: Work Experience Since Training (Figure 12).

These forms are completed principally by the Employment Service and are intended as devices for the evaluation of the success of the training programs. However, the difficulties encountered in locating trainees subsequent to the termination of their training seriously restrict the usefulness of the data that can be acquired from the forms.

As has been observed, the special purpose forms in the MT series are the most important for the purposes of the present project. The system for their use is a new



INDIVIDUAL TRAINEE TERMINATION
TRAINING OR SERVICES

FORM APPROVED
BUDGET BUREAU NO. 44-R1204.1

PROGRAM:
MDTA —1
RAR —2
OTHER—3
NYC —4

PROJECT:
INST. —1
OJT —2
E&D —4

TRNG. PHASE:
OCCUPATIONAL —0
BASIC ED. —1
PRE-VOC. —2
OTHER —4

A. 1. NAME - LAST, FIRST, MIDDLE INITIAL

ADDRESS - STREET, CITY, STATE

2. SOCIAL SECURITY NO.

☐☐☐ —

3. SEX (CHECK ONE)

M ☐ F ☐

B. 1. STATE (NAME AND CODE)

2. PROJECT NUMBER

3. SECTION NUMBER (MDTA & RAR ONLY)

4. OCCUP. GOAL OR SERVICE FURNISHED

5. FIRST DAY ATTENDED MONTH DAY YEAR ☐☐☐

6. LAST DAY ATTENDED MONTH DAY YEAR ☐☐☐

7. NO. DAYS ATTENDED

8. NO. DAYS ABSENT

9. CLOCK HOURS ATTENDED

C. 1. NATURE OF TERMINATION
COMPLETED FULL COURSE —00
EARLY COMPLETION —01
ACHIEVED TRAINING OBJECTIVE PRIOR TO END OF COURSE —02
DID NOT COMPLETE COURSE:
INVOLUNTARY —03
VOLUNTARY —04

C. 2. TRANSFERRED TO: (NYC ONLY)
VOCATIONAL TRAINING —11
APPRENTICESHIP TRNG —12
REGULAR SCHOOL —13
OTHER SCHOOL —14
OTHER NYC PROJECT —15
UNKNOWN —16

D. EXISTING CONDITIONS AT TIME OF TERMINATION

1. IF TRAINEE DID NOT COMPLETE, INDICATE CONDITION BY CHECK. IF MORE THAN ONE CONDITION PRESENT, CHECK ALL APPLICABLE CONDITIONS AND CIRCLE ONE MOST IMPORTANT CONDITION.

POOR ATTENDANCE —30
LACK OF PROGRESS —31
MISCONDUCT —32
ALCOHOLISM —33
COMMITTED TO INST. —34
POOR HOURS OR LOC. —35
MOVED FROM AREA —36
CARE FOR FAMILY —37
PREGNANCY OF TRNEE. —38
ILLNESS OF TRAINEE —39
FULL-TIME SCHOOL —40
INSUF. PAY OR ALLOW. —41
TRANSPORTATION PROBLEMS —42
ENTERED ARMED FORCES —43
COULDN'T ADJ. TO TRNG/WRK —50
LOST INTEREST —51
DIDN'T ATT. REMED'L CLASS —52
DISLIKED INSTRUCTOR —53
DISLIKED COUNSELOR —54
AGREEMENT TERM —55
UNKNOWN —56
OTHER (SPECIFY) —57

2. WAS TRAINEE INTERVIEWED BEFORE THIS SECTION WAS COMPLETED? YES____1. NO____2.

E. STATUS AT TIME OF TERMINATION (COMPLETE FOR ALL TRAINEES; CHECK ONE)

WORKING OR SCHEDULED TO REPORT TO:
TRAINING RELATED JOB —01
NON-TRAINING RELATED JOB —02

NOT SCHEDULED TO REPORT TO A JOB BUT:
LOOKING FOR WORK —03
NOT LOOKING FOR WORK —04
SCHEDULED FOR FURTHER TRNG. —05
NOT KNOWN —06

F. FOR THE TRAINING FACILITY (COMPLETE FOR MDTA TRAINEES ONLY; CHECK ONE) DATE:________

THIS IS TO CERTIFY THAT THE CIRCUMSTANCES OF TERMINATION FOR THE TRAINEE TO WHOM THIS REPORT REFERS ARE:

FOR GOOD CAUSE________1. NOT FOR GOOD CAUSE________2.

NAME: (SIGNATURE)________ (FACILITY NAME)________

(TYPED OR PRINTED)________ ADDRESS________

TITLE________

G. FACILITY OR DEPT. HEAD REVIEW (COMPLETE FOR NYC. FOR MDTA COMPLETE IF TERMINATION WAS NOT FOR GOOD CAUSE)

I HAVE REVIEWED THE CIRCUMSTANCES SURROUNDING THE TERMINATION OF THE TRAINEE TO WHICH THIS REPORT REFERS AND HAVE FOUND THEM TO BE ACCURATELY DESCRIBED.

NAME: (SIGNATURE)________ TITLE: (AGENCY HEAD)________

(TYPED OR PRINTED)________ AGENCY NAME________

H. FOR USE BY SELECTION OR REFERRAL OFFICE (CHECK APPLICABLE ITEMS)

1. ALL PHASES OF TRAINING OR SERVICES TERMINATED: YES____1 NO____2

2A. IF NO, ADDITIONAL OR CONTINUING ACTIVITY SCHEDULED:
MDTA —1
RAR —2
OTHER —3
NYC —4
INST. —1
OJT —2
E&D —4
OCCUPATIONAL —0
BASIC ED. —1
PRE-VOC. —2
OTHER —4

B. PROJECT NO.________ C. SECTION NO.________

D. OCCUPATION________ DOT CODE________

E. TRAINEE ENROLLED IN ADDITIONAL ACTIVITY; YES____1 NO____2

F. IF NOT ENROLLED, ENTER COND. CODE (SEC. D.1.)________

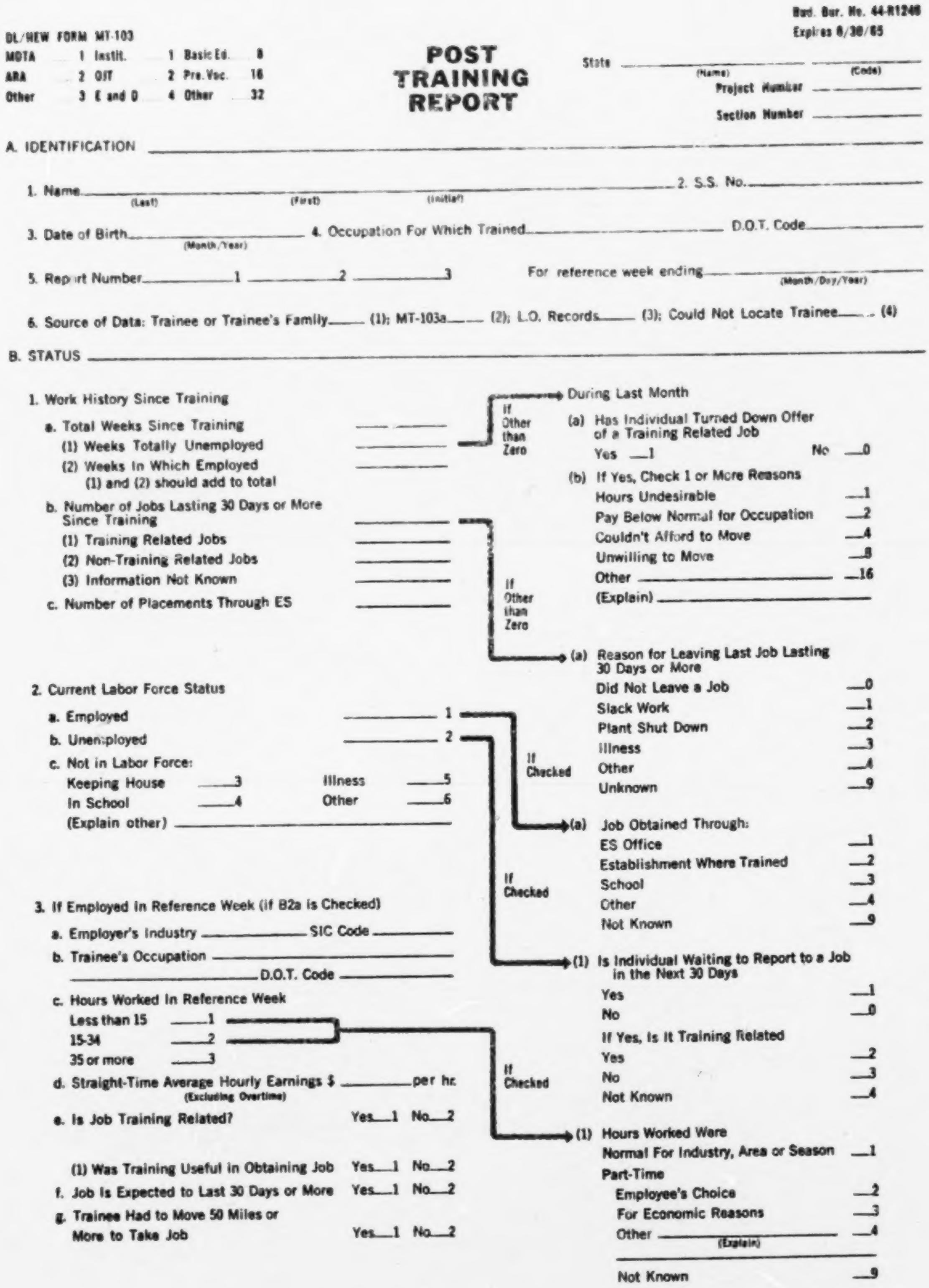
G. GOOD CAUSE: YES____1 NO____2

STATE NAME AND CODE________ OFFICE OR AGREEMENT NO.________ DATE________

GPO : [illegible]

D/L-D/HEW MT-102 (REV. 8/65)

Figure 10. Department of Labor and
Department of Health, Education and Welfare Form MT-102:
Individual Trainee Termination Training or Services.



DL/HEW FORM MT-103

MDTA ____ 1 Instit. ____ 1 Basic Ed. ____ 8

ARA ____ 2 OJT ____ 2 Pre. Voc. ____ 16

Other ____ 3 E and D ____ 4 Other ____ 32

POST TRAINING REPORT

Bud. Bur. No. 44-R1248
Expires 8/30/65

State ____________ (Name) ____________ (Code)

Project Number ____________

Section Number ____________

A. IDENTIFICATION

1. Name ____________ (Last) ____________ (First) ____________ (Initial) 2. S.S. No. ____________

3. Date of Birth ____________ (Month/Year) 4. Occupation For Which Trained ____________ D.O.T. Code ____________

5. Report Number ________ 1 ________ 2 ________ 3 For reference week ending ____________ (Month/Day/Year)

6. Source of Data: Trainee or Trainee's Family ____ (1); MT-103a ____ (2); L.O. Records ____ (3); Could Not Locate Trainee ____ (4)

B. STATUS

1. Work History Since Training
   - a. Total Weeks Since Training ________
     - (1) Weeks Totally Unemployed ________
     - (2) Weeks In Which Employed ________
       - (1) and (2) should add to total
   - b. Number of Jobs Lasting 30 Days or More Since Training ________
     - (1) Training Related Jobs ________
     - (2) Non-Training Related Jobs ________
     - (3) Information Not Known ________
   - c. Number of Placements Through ES ________

2. Current Labor Force Status
   - a. Employed ________ 1
   - b. Unemployed ________ 2
   - c. Not in Labor Force:
     - Keeping House ____ 3 Illness ____ 5
     - In School ____ 4 Other ____ 6
     - (Explain other) ____________

3. If Employed In Reference Week (if B2a is Checked)
   - a. Employer's Industry ____________ SIC Code ____________
   - b. Trainee's Occupation ____________
     ____________ D.O.T. Code ____________
   - c. Hours Worked In Reference Week
     - Less than 15 ____ 1
     - 15-34 ____ 2
     - 35 or more ____ 3
   - d. Straight-Time Average Hourly Earnings $ ________ per hr. (Excluding Overtime)
   - e. Is Job Training Related? Yes ___ 1 No ___ 2
     - (1) Was Training Useful in Obtaining Job Yes ___ 1 No ___ 2
   - f. Job Is Expected to Last 30 Days or More Yes ___ 1 No ___ 2
   - g. Trainee Had to Move 50 Miles or More to Take Job Yes ___ 1 No ___ 2

If Other than Zero → During Last Month

(a) Has Individual Turned Down Offer of a Training Related Job

Yes ___ 1 No ___ 0

(b) If Yes, Check 1 or More Reasons
- Hours Undesirable ___ 1
- Pay Below Normal for Occupation ___ 2
- Couldn't Afford to Move ___ 4
- Unwilling to Move ___ 8
- Other ____________ ___ 16
- (Explain) ____________

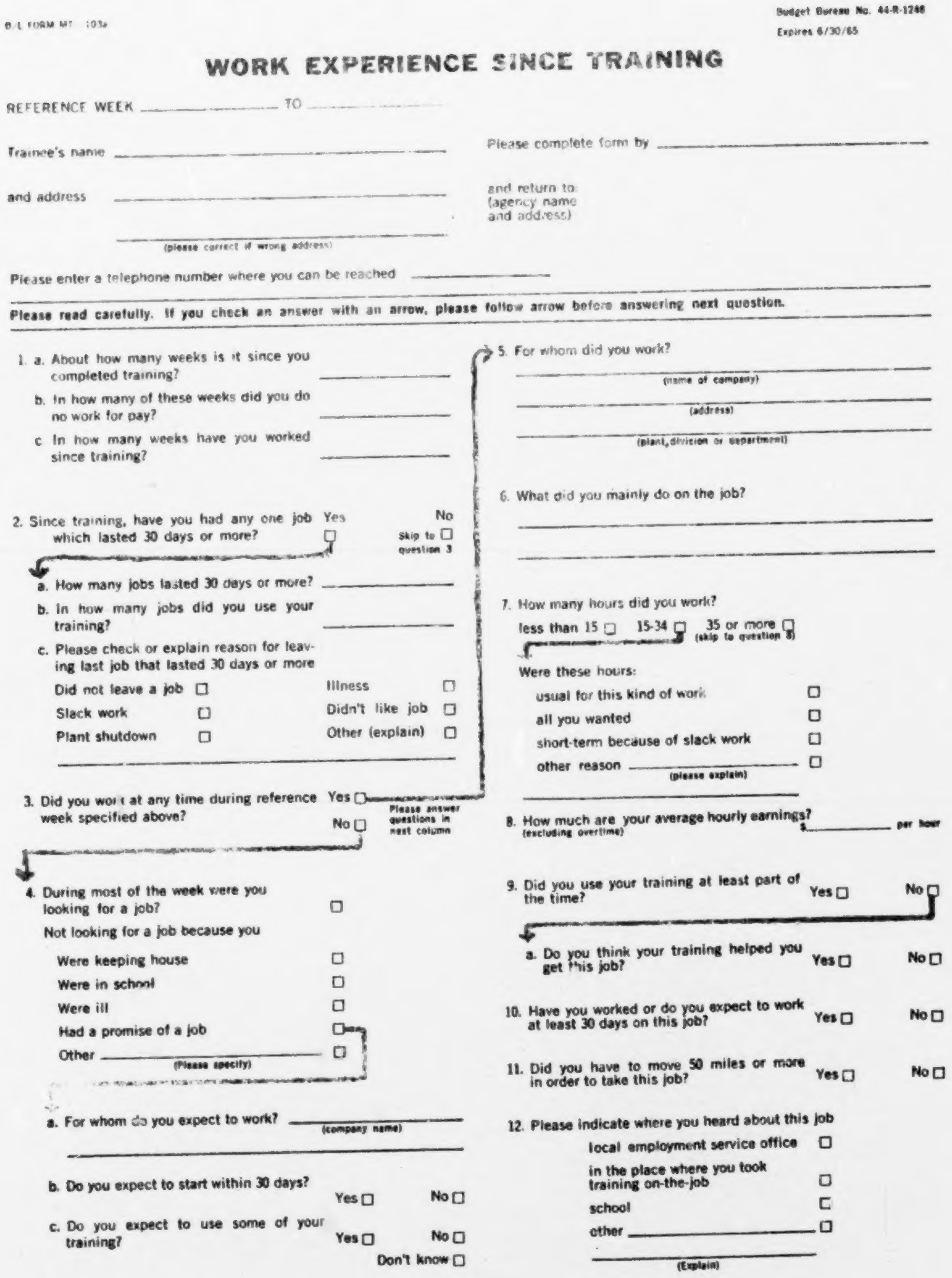
If Other than Zero → (a) Reason for Leaving Last Job Lasting 30 Days or More
- Did Not Leave a Job ___ 0
- Slack Work ___ 1
- Plant Shut Down ___ 2
- Illness ___ 3
- Other ___ 4
- Unknown ___ 9

If Checked → (a) Job Obtained Through:
- ES Office ___ 1
- Establishment Where Trained ___ 2
- School ___ 3
- Other ___ 4
- Not Known ___ 9

If Checked → (1) Is Individual Waiting to Report to a Job in the Next 30 Days
- Yes ___ 1
- No ___ 0
- If Yes, Is It Training Related
- Yes ___ 2
- No ___ 3
- Not Known ___ 4

If Checked → (1) Hours Worked Were
- Normal For Industry, Area or Season ___ 1
- Part-Time
  - Employee's Choice ___ 2
  - For Economic Reasons ___ 3
  - Other ____________ (Explain) ___ 4
  - ____________
  - Not Known ___ 9

Figure 11. Department of Labor and Department of Health, Education and Welfare Form MT-103: Post Training Report.



B/L FORM MT 103a

Budget Bureau No. 44-R-1248
Expires 6/30/65

WORK EXPERIENCE SINCE TRAINING

REFERENCE WEEK ____________ TO ____________

Trainee's name ______________________ Please complete form by ______________________

and address ______________________ and return to: (agency name and address)

______________________ (please correct if wrong address)

Please enter a telephone number where you can be reached ____________

Please read carefully. If you check an answer with an arrow, please follow arrow before answering next question.

1. a. About how many weeks is it since you completed training? ________
   b. In how many of these weeks did you do no work for pay? ________
   c. In how many weeks have you worked since training? ________

2. Since training, have you had any one job which lasted 30 days or more? Yes ☐ No ☐ Skip to question 3
   a. How many jobs lasted 30 days or more? ________
   b. In how many jobs did you use your training? ________
   c. Please check or explain reason for leaving last job that lasted 30 days or more
      - Did not leave a job ☐
      - Slack work ☐
      - Plant shutdown ☐
      - Illness ☐
      - Didn't like job ☐
      - Other (explain) ☐ ______________________

3. Did you work at any time during reference week specified above? Yes ☐ Please answer questions in next column No ☐

4. During most of the week were you looking for a job? ☐
   Not looking for a job because you
   - Were keeping house ☐
   - Were in school ☐
   - Were ill ☐
   - Had a promise of a job ☐
   - Other ________ (Please specify) ☐

   a. For whom do you expect to work? ________ (company name)
   ____
   b. Do you expect to start within 30 days? Yes ☐ No ☐
   c. Do you expect to use some of your training? Yes ☐ No ☐ Don't know ☐

5. For whom did you work?
   ______________________ (name of company)
   ______________________ (address)
   ______________________ (plant, division or department)

6. What did you mainly do on the job?
   ____
   ____

7. How many hours did you work?
   less than 15 ☐ 15-34 ☐ 35 or more ☐ (skip to question 8)
   Were these hours:
   - usual for this kind of work ☐
   - all you wanted ☐
   - short-term because of slack work ☐
   - other reason ________ (please explain) ☐
   ____

8. How much are your average hourly earnings? (excluding overtime) $________ per hour

9. Did you use your training at least part of the time? Yes ☐ No ☐
   a. Do you think your training helped you get this job? Yes ☐ No ☐

10. Have you worked or do you expect to work at least 30 days on this job? Yes ☐ No ☐

11. Did you have to move 50 miles or more in order to take this job? Yes ☐ No ☐

12. Please indicate where you heard about this job
    - local employment service office ☐
    - in the place where you took training on-the-job ☐
    - school ☐
    - other ________ ☐
    ________ (Explain)

Figure 12. Department of Labor Form MT-103a: Work Experience Since Training.

one which is thus far inadequately controlled. There is, therefore, no assurance that the forms are completed and maintained according to uniform procedures and standards.

Among the other special purpose forms used by the Employment Service in its activities in support of the Manpower Development and Training Act and other programs are ES-580, Training Record Card; ES-950, MDTA Entitlement Questionnaire--Youth and NYC Graduates; ES-950A, MDTA Entitlement Questionnaire--Other Than Youths and NYC Graduates; and ES-950B, MDTA Referral Notice.

Periodic Reports:

Although a number of recurring reports are prepared by the local offices of the Employment Service and by the District Office as well, none of them contain tabulations that represent the "North City" area exclusively. Such reports as those that are completed monthly by the three Human Resources Development Centers and which include totals of applicants by age, sex and years of education completed pertain only to the entire areas they serve. Most other reports, such as the ES-219, containing a substantial amount of data on general employment conditions, are made for the whole metropolitan area rather than for any of its more economically homogeneous components. While they are, indeed, valuable for the purposes for which they were designed, they offer, regrettably, little or nothing that is specifically descriptive of conditions in the poverty neighborhoods.

Appraisal of Data in the Basic Records

Of the information that has been described from Employment Service records, the principal value lies in its potential capability to represent the detailed characteristics of particular segments of the "North City" population. Items of individual identification such as name, address and social security number are almost always available in the forms, not to mention critically important information on skills, education and other experience and on the barriers which may exist to employment. The data are usually verified by interviewers and possess the additional advantage of being subject to the independent checking implicit in their use in referrals to employers or for other operating purposes. It seems highly probable that the quality of these data is superior to that obtained by alternative methods of collecting information.

No tabulations are available, however, for residents of the "North City;" nor could they be made available unless addresses were coded by area. While the records are not as widely dispersed as are those of the schools, some additional centralization of data would be necessary, which could only be accomplished with major changes in procedures and with augmentation of both statistical staffs and data processing facilities.

If it were possible to tabulate the various characteristics of the population served by the Employment Service as reflected in all its records on a specific date, additional statistical problems would become obvious. There would be, for example, double counting of some individuals whose forms appear in more than one file; but this problem would be easily solved by the matching of records and by the elimination of duplicate entries--probably an operation that could be accomplished by using punch card equipment to match social security numbers. More serious and less easily solved would be the problem of rapid obsolescence of the entries: the files remain static while individuals move to new addresses, change jobs, acquire or lose dependents, or otherwise invalidate the information that was correct only when provided for the records. But this difficulty would be susceptible to minimization if the time spans were determined within which significant data obsolescence occurs--periods which must be fairly short, if present knowledge is taken into account concerning the mobility of poverty-area populations. The only alternative to methods for maintaining the currency of the data would be to ignore all records older than the determined period of time. Still another problem requiring careful analytical study is the extent to which the data on the Employment Service's clientele are representative of the characteristics of the general population and, hence, potentially useful in their estimation.

The Employment Security Automated Reporting System

Still in the process of development but scheduled for full implementation in the near future, this system promises drastic changes in the availability of data on Employment Service operations throughout the nation. It proposes the superimposition of computerized procedures for data maintenance and processing upon all of the Service's existing information-gathering activities; and for this reason it offers the possibility for centralized provision of tabulations of the many items of individual data already discussed. Special machine-readable forms will be prepared at the time of every individual's initial application and each time he receives counseling, testing, placement or other subsequent services. Comparable forms are also to be available for employers' job orders. When the characteristics of a particular individual or transaction have been appropriately marked on the forms, the data will be transcribed from them automatically to punch cards and thence to computer tape for further automatic processing. Such procedures will permit not only the centralized maintenance at any desired location of information on individuals, but also the matching of records, the compilation of individual case histories, and the preparation of reports on operations--all without the need for laborious manual processing of the basic records kept, as before, in the local offices.

To illustrate the possibilities of the system for the provision of detailed data, the proposed form for an applicant's characteristics may be described. It contains spaces for his name, local office number and date of application; and there are also spaces for remarks which indicate the type of application (new, reactivated, changed), the applicant's social security number, zip code, primary occupational code, year of birth, highest school grade completed, sex, color, labor force status, source of "intake" (i.e., means of referral to the Employment Service), weeks of unemployment during the last twelve months, minority group status if applicable, date released from military service if applicable, family size, family income classification, present or previous participation in manpower programs, and perhaps still other data (since there are spaces whose use is as yet undesignated).

There will doubtless be many difficulties to overcome before such procedures can be made fully operational; but their elimination through testing and modification of the system's details appears assured. Among the limitations of the procedures as currently proposed would seem to be the restrictions on the information to be transcribed to that which can be numerically coded and punched on a single, eighty-column standard punch card; but this is hardly too serious, considering the long list of characteristics just described. A far more critical limitation is the fact that the geographic location of residence will be expressed only by the identification of zip code, which will prevent tabulations for such areas as the "North City," whose boundaries, as defined, cut through Philadelphia's postal zones. Nevertheless, such tabulations would be possible, if a second card were to be prepared with name, address, social security number and block or census tract codes--in other words, if procedures were used similar to those for the Philadelphia public schools' data bank. Alternatively, the additional area codes could be prescribed for manual entry--an unfortunately tedious operation--on the original machine-readable forms. However this problem may be solved, the already demonstrated feasibility of area coding means that the data on "North City" residents in the files of the Employment Service can, indeed, be made accessible in the not too distant future.

OTHER MANPOWER PROGRAMS

Reference has been made to the many agencies and varieties of programs offering manpower services to the "North City" population. Of them, only three have been selected for consideration in this report: the Concentrated Employment Program, the Neighborhood Youth Corps and the Opportunities Industrialization Center. The data from these three programs account for only a few thousands of persons, and that with some duplication. But the comprehensiveness of the information on their standard forms is of no little interest; nor should the similarities and differences between the data in them and in the records of the Employment Service be overlooked, for they hold implications for the possible design and use of common forms for all manpower agencies and hence for the development of a comprehensive multi-agency statistical system.

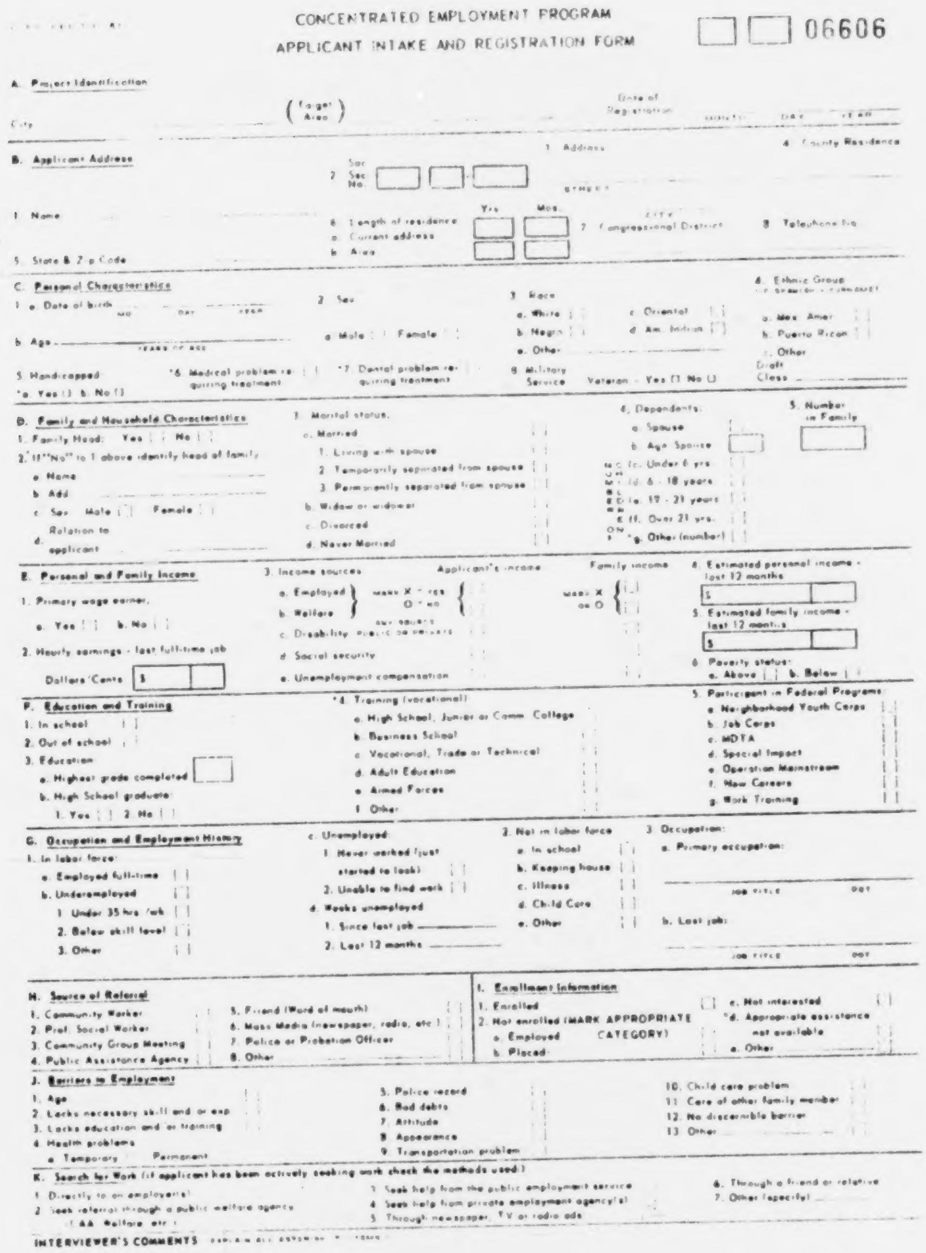
The Philadelphia Concentrated Employment Program

This program has the mission of coordinating the delivery of manpower services to the residents of a single central area of some eighteen census tracts within the larger forty-tract "North City" poverty neighborhood. In Philadelphia, as in a number of other cities, the United States Department of Labor has contracted with a local sponsor--in this case, the Philadelphia Employment Development Corporation--to provide through subcontracting a wide range of counseling, health, education, training and placement services to the most severely deprived members of the potential work force of a limited area. Agencies participating in the work of the local Concentrated Employment Program are the Jewish Employment and Vocational Service, the North City Congress, the Opportunities Industrialization Center, the Philadelphia Manpower Utilization Commission, the Pennsylvania State Employment Service, and the Urban League.

All applicants for the services of the Concentrated Employment Program complete the basic form PEDC-CEP 1, Applicant Intake and Registration Form (Figure 13). In addition, Form PEDC-17A, Post Training Report, identical to the MT-103 (Figure 11), is also prepared when possible. However, difficulties encountered in locating individuals once they have left the program make the completion of this form infrequent.

The Neighborhood Youth Corps

This agency offers to young people between the ages of sixteen and twenty-one years full-time job opportunities to assist them in gaining work experience and part-time ones to help them to remain in school or to



CONCENTRATED EMPLOYMENT PROGRAM
APPLICANT INTAKE AND REGISTRATION FORM

☐ ☐ 06606

A. Project Identification

City (Target Area) Date of Registration MONTH DAY YEAR

B. Applicant Address

1. Name
2. Soc. Sec. No. ☐ ☐ - ☐
3. Address STREET CITY
4. County Residence
5. State & Zip Code
6. Length of residence Yrs. Mos.
   a. Current address ☐ ☐
   b. Area ☐ ☐
7. Congressional District
8. Telephone No.

C. Personal Characteristics

1. a. Date of birth MO DAY YEAR
   b. Age YEARS OF AGE
2. Sex
   a. Male ☐ Female ☐
3. Race
   a. White ☐
   b. Negro ☐
   c. Oriental ☐
   d. Am. Indian ☐
   e. Other
4. Ethnic Group
   a. Mex. Amer. ☐
   b. Puerto Rican ☐
   c. Other
5. Handicapped
   *a. Yes ☐ b. No ☐
*6. Medical problem requiring treatment ☐
*7. Dental problem requiring treatment ☐
8. Military Service Veteran - Yes ☐ No ☐
Draft Class

D. Family and Household Characteristics

1. Family Head: Yes ☐ No ☐
2. If "No" to 1 above identify head of family
   a. Name
   b. Add
   c. Sex Male ☐ Female ☐
   d. Relation to applicant
3. Marital status.
   a. Married ☐
      1. Living with spouse ☐
      2. Temporarily separated from spouse ☐
      3. Permanently separated from spouse ☐
   b. Widow or widower ☐
   c. Divorced ☐
   d. Never Married ☐
4. Dependents:
   a. Spouse ☐
   b. Age Spouse ☐
   c. Under 6 yrs. ☐
   d. 6 - 18 years ☐
   e. 19 - 21 years ☐
   f. Over 21 yrs. ☐
   *g. Other (number) ☐
5. Number in Family ☐

E. Personal and Family Income

1. Primary wage earner.
   a. Yes ☐ b. No ☐
2. Hourly earnings - last full-time job
   Dollars/Cents $ ☐ ☐
3. Income sources Applicant's income Family income
   a. Employed } MARK X = YES ☐ MARK X ☐
   b. Welfare } O = NO ☐ OR O ☐
   c. Disability ☐ ☐
   d. Social security ☐ ☐
   e. Unemployment compensation ☐ ☐
4. Estimated personal income - last 12 months $ ☐
5. Estimated family income - last 12 months $ ☐
6. Poverty status:
   a. Above ☐ b. Below ☐

F. Education and Training

1. In school ☐
2. Out of school ☐
3. Education
   a. Highest grade completed ☐
   b. High School graduate:
      1. Yes ☐ 2. No ☐
*4. Training (vocational)
   a. High School, Junior or Comm. College ☐
   b. Business School ☐
   c. Vocational, Trade or Technical ☐
   d. Adult Education ☐
   e. Armed Forces ☐
   f. Other ☐
5. Participant in Federal Programs:
   a. Neighborhood Youth Corps ☐
   b. Job Corps ☐
   c. MDTA ☐
   d. Special Impact ☐
   e. Operation Mainstream ☐
   f. New Careers ☐
   g. Work Training ☐

G. Occupation and Employment History

1. In labor force:
   a. Employed full-time ☐
   b. Underemployed ☐
      1. Under 35 hrs./wk ☐
      2. Below skill level ☐
      3. Other ☐
   c. Unemployed:
      1. Never worked (just started to look) ☐
      2. Unable to find work ☐
   d. Weeks unemployed
      1. Since last job
      2. Last 12 months
2. Not in labor force
   a. In school ☐
   b. Keeping house ☐
   c. Illness ☐
   d. Child Care ☐
   e. Other ☐
3. Occupation:
   a. Primary occupation:
      JOB TITLE DOT
   b. Last job:
      JOB TITLE DOT

H. Source of Referral

1. Community Worker ☐
2. Prof. Social Worker ☐
3. Community Group Meeting ☐
4. Public Assistance Agency ☐
5. Friend (Word of mouth) ☐
6. Mass Media (newspaper, radio, etc.) ☐
7. Police or Probation Officer ☐
8. Other ☐

I. Enrollment Information

1. Enrolled ☐
2. Not enrolled (MARK APPROPRIATE CATEGORY)
   a. Employed ☐
   b. Placed
   c. Not interested ☐
   *d. Appropriate assistance not available ☐
   e. Other ☐

J. Barriers to Employment

1. Age ☐
2. Lacks necessary skill and or exp. ☐
3. Lacks education and or training ☐
4. Health problems
   a. Temporary Permanent
5. Police record ☐
6. Bad debts ☐
7. Attitude ☐
8. Appearance ☐
9. Transportation problem ☐
10. Child care problem ☐
11. Care of other family member ☐
12. No discernible barrier ☐
13. Other ☐

K. Search for Work (if applicant has been actively seeking work check the methods used:)

1. Directly to an employer(s)
2. Seek referral through a public welfare agency (AA, Welfare, etc.)
3. Seek help from the public employment service
4. Seek help from private employment agency(s)
5. Through newspaper, TV or radio ads
6. Through a friend or relative
7. Other (specify)

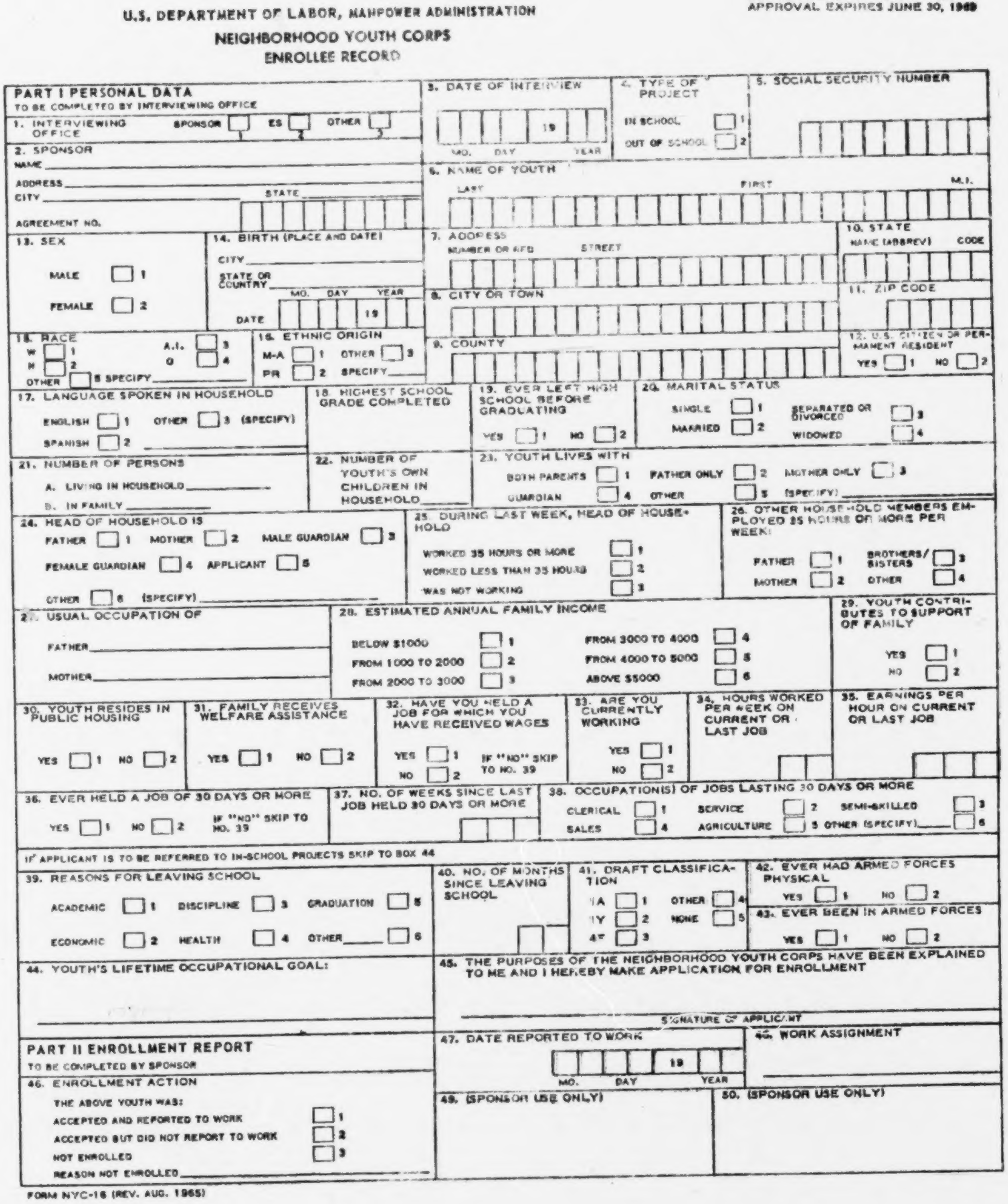
INTERVIEWER'S COMMENTS

Figure 13. Philadelphia Employment Development Corporation, Concentrated Employment Program Form PEDC-CEP 1: Applicant Intake and Registration Form.

encourage them to return there. The Neighborhood Youth Corps program, like the Concentrated Employment Program, is under the administration of the United States Department of Labor and, in Philadelphia, currently has contracts with a number of local organizations including the city itself, the Board of Education, the Roman Catholic Archdiocese and several private agencies. All those who enroll in its program complete its form NYC-16, Neighborhood Youth Corps Enrollee Record (Figure 14).

The Opportunities Industrialization Center

This training activity, conceived in Philadelphia in 1964 as a Negro venture in self assistance, has been the prototype for at least sixty similar organizations throughout the nation. Now comprised of five branches which serve the entire city of Philadelphia, it has a capacity of fourteen hundred trainees at a given time in a highly intensive program particularly directed to its applicants' specific needs on which information is obtained through the use of a complex form providing the most detailed individual information of any yet examined: A-10/3,



BUDGET BUREAU NO. 44-R 1275
APPROVAL EXPIRES JUNE 30, 1969

U.S. DEPARTMENT OF LABOR, MANPOWER ADMINISTRATION
NEIGHBORHOOD YOUTH CORPS
ENROLLEE RECORD

PART I PERSONAL DATA
TO BE COMPLETED BY INTERVIEWING OFFICE

1. INTERVIEWING OFFICE SPONSOR ☐ 1 ES ☐ 2 OTHER ☐ 3

2. SPONSOR
NAME ____
ADDRESS ____
CITY ____ STATE ____
AGREEMENT NO. ☐☐☐☐☐☐☐☐☐

3. DATE OF INTERVIEW ☐☐☐☐ 19 ☐☐
MO. DAY YEAR

4. TYPE OF PROJECT
IN SCHOOL ☐ 1
OUT OF SCHOOL ☐ 2

5. SOCIAL SECURITY NUMBER ☐☐☐☐☐☐☐☐☐

6. NAME OF YOUTH
LAST FIRST M.I.

7. ADDRESS
NUMBER OR RFD STREET

8. CITY OR TOWN

9. COUNTY

10. STATE
NAME (ABBREV) CODE

11. ZIP CODE

12. U.S. CITIZEN OR PERMANENT RESIDENT
YES ☐ 1 NO ☐ 2

13. SEX
MALE ☐ 1
FEMALE ☐ 2

14. BIRTH (PLACE AND DATE)
CITY ____
STATE OR COUNTRY ____
DATE ☐☐☐☐ 19 ☐☐
MO. DAY YEAR

15. RACE
W ☐ 1
N ☐ 2
A.I. ☐ 3
O ☐ 4
OTHER ☐ 5 SPECIFY ____

16. ETHNIC ORIGIN
M-A ☐ 1 OTHER ☐ 3
PR ☐ 2 SPECIFY ____

17. LANGUAGE SPOKEN IN HOUSEHOLD
ENGLISH ☐ 1 OTHER ☐ 3 (SPECIFY)
SPANISH ☐ 2 ____

18. HIGHEST SCHOOL GRADE COMPLETED

19. EVER LEFT HIGH SCHOOL BEFORE GRADUATING
YES ☐ 1 NO ☐ 2

20. MARITAL STATUS
SINGLE ☐ 1 SEPARATED OR DIVORCED ☐ 3
MARRIED ☐ 2 WIDOWED ☐ 4

21. NUMBER OF PERSONS
A. LIVING IN HOUSEHOLD ____
B. IN FAMILY ____

22. NUMBER OF YOUTH'S OWN CHILDREN IN HOUSEHOLD ____

23. YOUTH LIVES WITH
BOTH PARENTS ☐ 1 FATHER ONLY ☐ 2 MOTHER ONLY ☐ 3
GUARDIAN ☐ 4 OTHER ☐ 5 (SPECIFY) ____

24. HEAD OF HOUSEHOLD IS
FATHER ☐ 1 MOTHER ☐ 2 MALE GUARDIAN ☐ 3
FEMALE GUARDIAN ☐ 4 APPLICANT ☐ 5
OTHER ☐ 6 (SPECIFY) ____

25. DURING LAST WEEK, HEAD OF HOUSEHOLD
WORKED 35 HOURS OR MORE ☐ 1
WORKED LESS THAN 35 HOURS ☐ 2
WAS NOT WORKING ☐ 3

26. OTHER HOUSEHOLD MEMBERS EMPLOYED 35 HOURS OR MORE PER WEEK:
FATHER ☐ 1 BROTHERS/SISTERS ☐ 3
MOTHER ☐ 2 OTHER ☐ 4

27. USUAL OCCUPATION OF
FATHER ____
MOTHER ____

28. ESTIMATED ANNUAL FAMILY INCOME
BELOW $1000 ☐ 1 FROM 3000 TO 4000 ☐ 4
FROM 1000 TO 2000 ☐ 2 FROM 4000 TO 5000 ☐ 5
FROM 2000 TO 3000 ☐ 3 ABOVE $5000 ☐ 6

29. YOUTH CONTRIBUTES TO SUPPORT OF FAMILY
YES ☐ 1
NO ☐ 2

30. YOUTH RESIDES IN PUBLIC HOUSING
YES ☐ 1 NO ☐ 2

31. FAMILY RECEIVES WELFARE ASSISTANCE
YES ☐ 1 NO ☐ 2

32. HAVE YOU HELD A JOB FOR WHICH YOU HAVE RECEIVED WAGES
YES ☐ 1 IF "NO" SKIP TO NO. 39
NO ☐ 2

33. ARE YOU CURRENTLY WORKING
YES ☐ 1
NO ☐ 2

34. HOURS WORKED PER WEEK ON CURRENT OR LAST JOB ☐☐

35. EARNINGS PER HOUR ON CURRENT OR LAST JOB ☐☐☐

36. EVER HELD A JOB OF 30 DAYS OR MORE
YES ☐ 1 NO ☐ 2 IF "NO" SKIP TO NO. 39

37. NO. OF WEEKS SINCE LAST JOB HELD 30 DAYS OR MORE ☐☐☐

38. OCCUPATION(S) OF JOBS LASTING 30 DAYS OR MORE
CLERICAL ☐ 1 SERVICE ☐ 2 SEMI-SKILLED ☐ 3
SALES ☐ 4 AGRICULTURE ☐ 5 OTHER (SPECIFY) ____ ☐ 6

IF APPLICANT IS TO BE REFERRED TO IN-SCHOOL PROJECTS SKIP TO BOX 44

39. REASONS FOR LEAVING SCHOOL
ACADEMIC ☐ 1 DISCIPLINE ☐ 3 GRADUATION ☐ 5
ECONOMIC ☐ 2 HEALTH ☐ 4 OTHER ____ ☐ 6

40. NO. OF MONTHS SINCE LEAVING SCHOOL ☐☐

41. DRAFT CLASSIFICATION
1A ☐ 1 OTHER ☐ 4
1Y ☐ 2 NONE ☐ 5
4F ☐ 3

42. EVER HAD ARMED FORCES PHYSICAL
YES ☐ 1 NO ☐ 2

43. EVER BEEN IN ARMED FORCES
YES ☐ 1 NO ☐ 2

44. YOUTH'S LIFETIME OCCUPATIONAL GOAL:

45. THE PURPOSES OF THE NEIGHBORHOOD YOUTH CORPS HAVE BEEN EXPLAINED TO ME AND I HEREBY MAKE APPLICATION FOR ENROLLMENT
____
SIGNATURE OF APPLICANT

PART II ENROLLMENT REPORT
TO BE COMPLETED BY SPONSOR

46. ENROLLMENT ACTION
THE ABOVE YOUTH WAS:
ACCEPTED AND REPORTED TO WORK ☐ 1
ACCEPTED BUT DID NOT REPORT TO WORK ☐ 2
NOT ENROLLED ☐ 3
REASON NOT ENROLLED ____

47. DATE REPORTED TO WORK ☐☐☐☐ 19 ☐☐
MO. DAY YEAR

48. WORK ASSIGNMENT
____

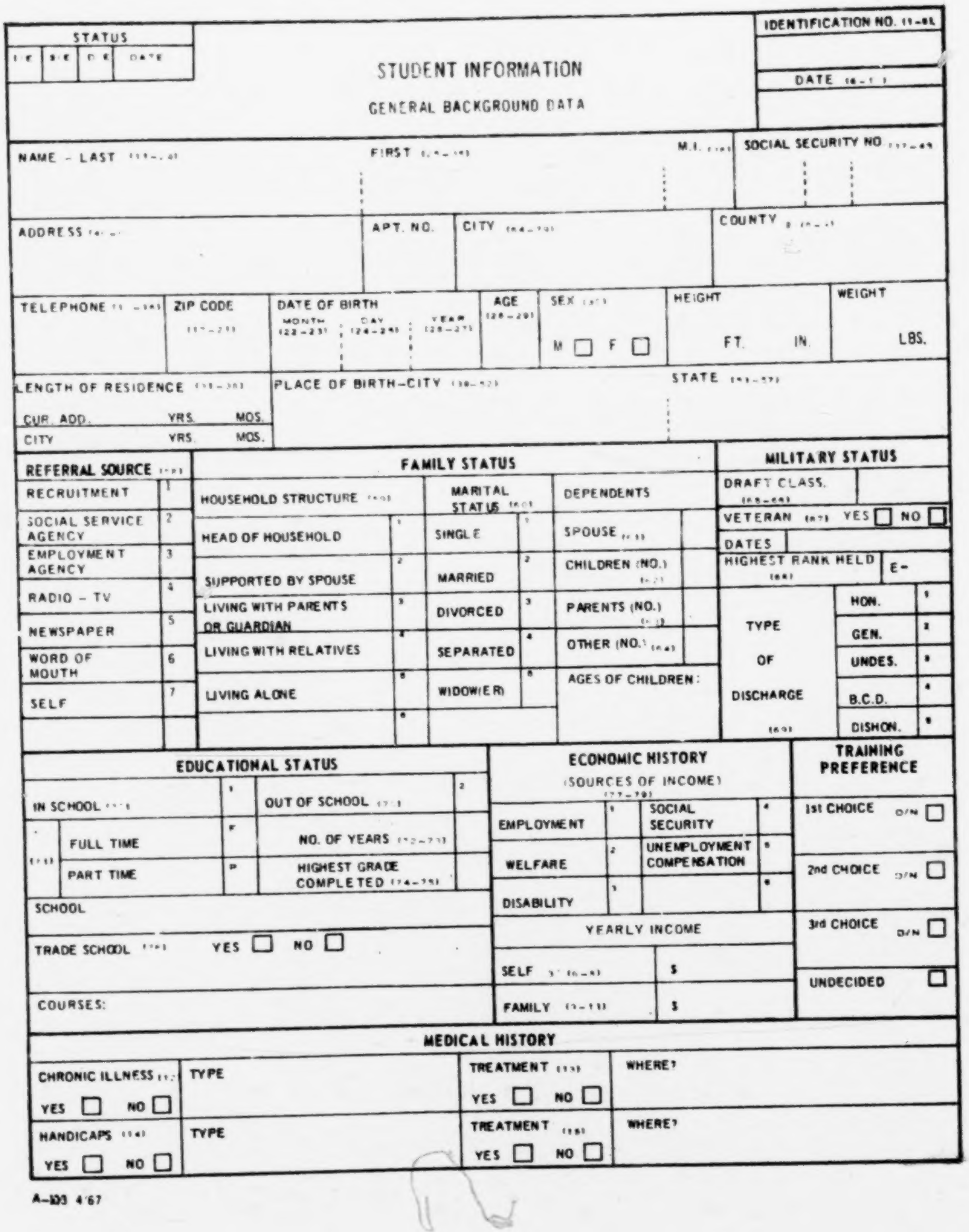
49. (SPONSOR USE ONLY)

50. (SPONSOR USE ONLY)

FORM NYC-16 (REV. AUG. 1965)

Figure 14. Neighborhood Youth Corps
Form NYC-16: Enrollee Record.

Student Information, General Background Data (Figure 15), Occupational Data (Figure 16), and Supplementary Data (Figure 17).



STATUS

I.E. | S.E. | D.E. | DATE

STUDENT INFORMATION

GENERAL BACKGROUND DATA

IDENTIFICATION NO.

DATE

NAME – LAST | FIRST | M.I. | SOCIAL SECURITY NO.

ADDRESS | APT. NO. | CITY | COUNTY

TELEPHONE | ZIP CODE | DATE OF BIRTH MONTH (22-23) DAY (24-25) YEAR (26-27) | AGE (28-29) | SEX M ☐ F ☐ | HEIGHT FT. IN. | WEIGHT LBS.

LENGTH OF RESIDENCE
CUR. ADD. YRS. MOS.
CITY YRS. MOS.

PLACE OF BIRTH–CITY | STATE

REFERRAL SOURCE	
RECRUITMENT	1
SOCIAL SERVICE AGENCY	2
EMPLOYMENT AGENCY	3
RADIO – TV	4
NEWSPAPER	5
WORD OF MOUTH	6
SELF	7

FAMILY STATUS

HOUSEHOLD STRUCTURE		MARITAL STATUS		DEPENDENTS	
HEAD OF HOUSEHOLD	1	SINGLE	1	SPOUSE	
SUPPORTED BY SPOUSE	2	MARRIED	2	CHILDREN (NO.)	
LIVING WITH PARENTS OR GUARDIAN	3	DIVORCED	3	PARENTS (NO.)	
LIVING WITH RELATIVES	4	SEPARATED	4	OTHER (NO.)	
LIVING ALONE	5	WIDOW(ER)	5	AGES OF CHILDREN:	
	6				

MILITARY STATUS

DRAFT CLASS.

VETERAN YES ☐ NO ☐

DATES

HIGHEST RANK HELD E-

TYPE OF DISCHARGE (69)		
	HON.	1
	GEN.	2
	UNDES.	3
	B.C.D.	4
	DISHON.	5

EDUCATIONAL STATUS

IN SCHOOL	1	OUT OF SCHOOL	2
FULL TIME	F	NO. OF YEARS (72-73)	
PART TIME	P	HIGHEST GRADE COMPLETED (74-75)	

SCHOOL

TRADE SCHOOL YES ☐ NO ☐

COURSES:

ECONOMIC HISTORY (SOURCES OF INCOME) (77-79)

EMPLOYMENT	1	SOCIAL SECURITY	4
WELFARE	2	UNEMPLOYMENT COMPENSATION	5
DISABILITY	3		6

YEARLY INCOME

SELF $

FAMILY $

TRAINING PREFERENCE

1st CHOICE D/N ☐

2nd CHOICE D/N ☐

3rd CHOICE D/N ☐

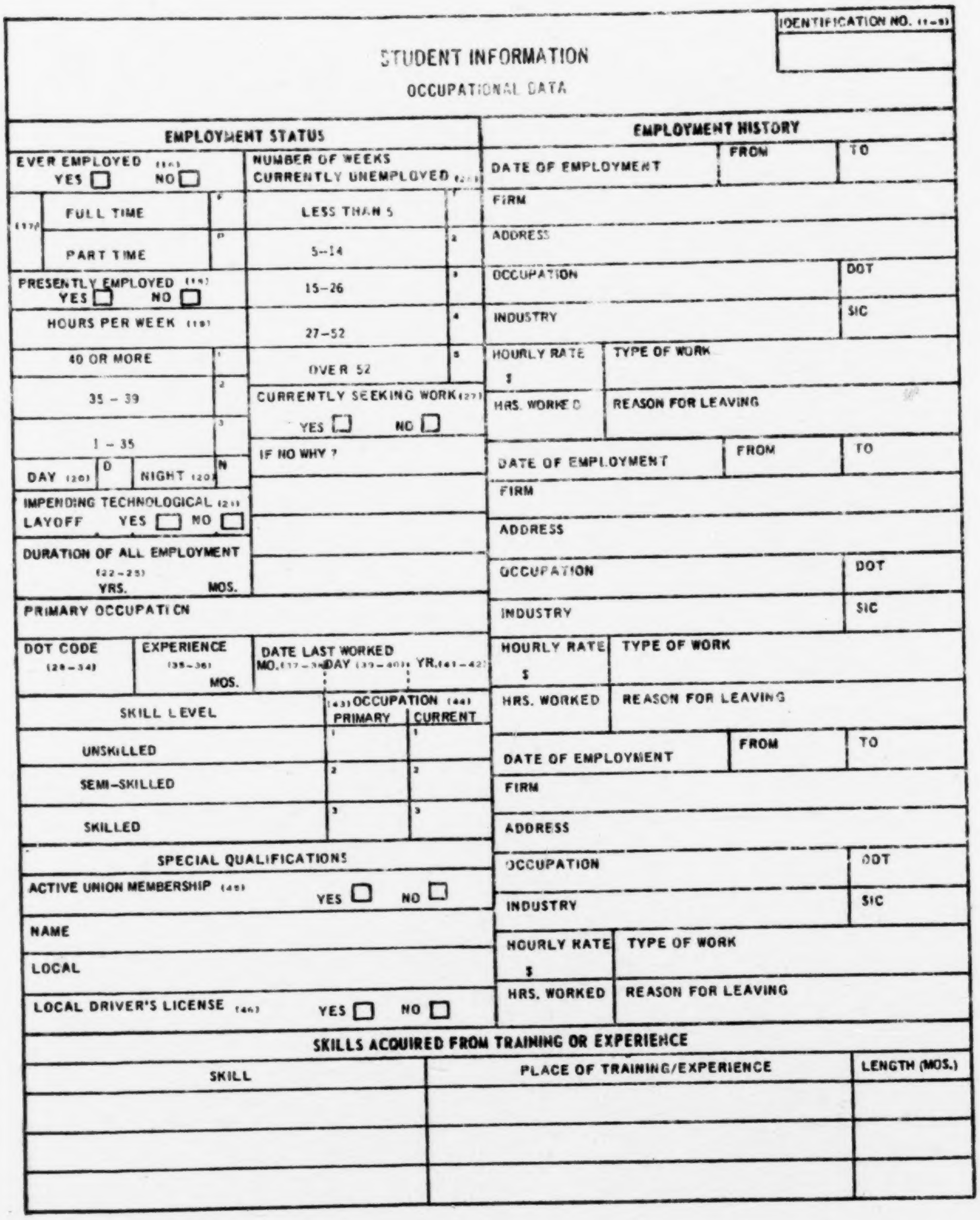
UNDECIDED ☐

MEDICAL HISTORY

CHRONIC ILLNESS YES ☐ NO ☐	TYPE	TREATMENT YES ☐ NO ☐	WHERE?
HANDICAPS YES ☐ NO ☐	TYPE	TREATMENT YES ☐ NO ☐	WHERE?

A-103 4'67

Figure 15. Opportunities Industrialization Center Form A-10/3: Student Information, General Background Data.



STUDENT INFORMATION
OCCUPATIONAL DATA

IDENTIFICATION NO. (1-9)

EMPLOYMENT STATUS

EVER EMPLOYED (16) YES ☐ NO ☐

(17) FULL TIME F
PART TIME P

PRESENTLY EMPLOYED (18) YES ☐ NO ☐

HOURS PER WEEK (19)
40 OR MORE 1
35 - 39 2
1 - 35 3

DAY (20) D NIGHT (20) N

IMPENDING TECHNOLOGICAL (21) LAYOFF YES ☐ NO ☐

DURATION OF ALL EMPLOYMENT (22-25) YRS. MOS.

NUMBER OF WEEKS CURRENTLY UNEMPLOYED (26)
LESS THAN 5 1
5-14 2
15-26 3
27-52 4
OVER 52 5

CURRENTLY SEEKING WORK (27) YES ☐ NO ☐

IF NO WHY ?

PRIMARY OCCUPATION

DOT CODE (28-34)

EXPERIENCE (35-36) MOS.

DATE LAST WORKED MO. (37-38) DAY (39-40) YR. (41-42)

SKILL LEVEL	(43) OCCUPATION (44) PRIMARY	CURRENT
UNSKILLED	1	1
SEMI-SKILLED	2	2
SKILLED	3	3

SPECIAL QUALIFICATIONS

ACTIVE UNION MEMBERSHIP (45) YES ☐ NO ☐

NAME

LOCAL

LOCAL DRIVER'S LICENSE (46) YES ☐ NO ☐

EMPLOYMENT HISTORY

DATE OF EMPLOYMENT FROM TO
FIRM
ADDRESS
OCCUPATION DOT
INDUSTRY SIC
HOURLY RATE $ TYPE OF WORK
HRS. WORKED REASON FOR LEAVING

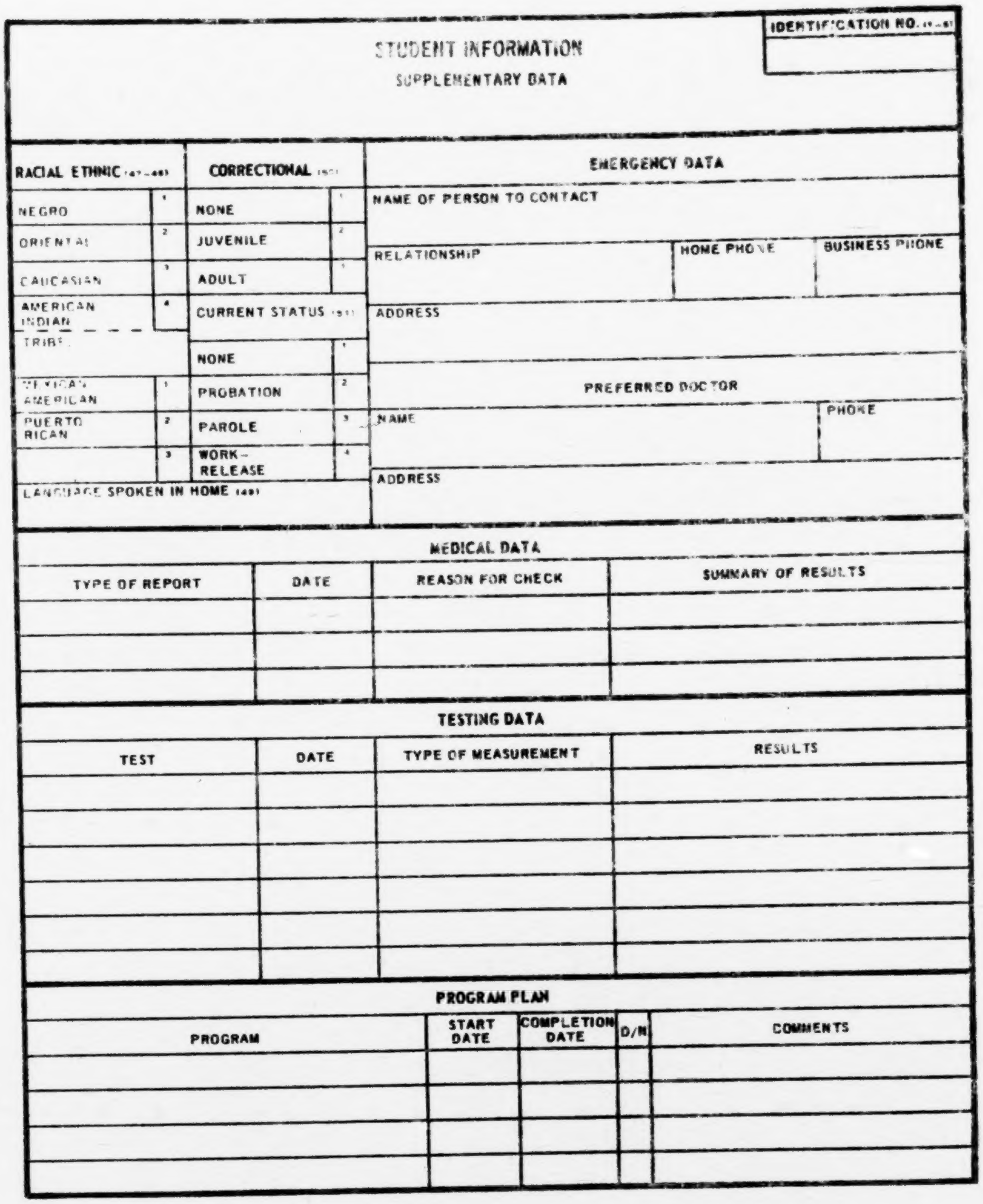
DATE OF EMPLOYMENT FROM TO
FIRM
ADDRESS
OCCUPATION DOT
INDUSTRY SIC
HOURLY RATE $ TYPE OF WORK
HRS. WORKED REASON FOR LEAVING

DATE OF EMPLOYMENT FROM TO
FIRM
ADDRESS
OCCUPATION DOT
INDUSTRY SIC
HOURLY RATE $ TYPE OF WORK
HRS. WORKED REASON FOR LEAVING

SKILLS ACQUIRED FROM TRAINING OR EXPERIENCE

SKILL	PLACE OF TRAINING/EXPERIENCE	LENGTH (MOS.)

Figure 16. Opportunities Industrialization Center Form A-10/3: Student Information, Occupational Data.



STUDENT INFORMATION
SUPPLEMENTARY DATA

IDENTIFICATION NO. (1–8)

RACIAL ETHNIC (47–48)

NEGRO	1
ORIENTAL	2
CAUCASIAN	3
AMERICAN INDIAN	4
TRIBE	
MEXICAN AMERICAN	1
PUERTO RICAN	2
	3

LANGUAGE SPOKEN IN HOME (49)

CORRECTIONAL (50)

NONE	1
JUVENILE	2
ADULT	3

CURRENT STATUS (51)

NONE	1
PROBATION	2
PAROLE	3
WORK–RELEASE	4

EMERGENCY DATA

NAME OF PERSON TO CONTACT

RELATIONSHIP

HOME PHONE

BUSINESS PHONE

ADDRESS

PREFERRED DOCTOR

NAME

PHONE

ADDRESS

MEDICAL DATA

TYPE OF REPORT	DATE	REASON FOR CHECK	SUMMARY OF RESULTS

TESTING DATA

TEST	DATE	TYPE OF MEASUREMENT	RESULTS

PROGRAM PLAN

PROGRAM	START DATE	COMPLETION DATE	D/N	COMMENTS

Figure 17. Opportunities Industrialization Center Form A-10/3: Student Information, Supplementary Data.

CHAPTER 4

WELFARE AND SOCIAL SERVICES

The services provided by the educational and manpower agencies thus far discussed might well be regarded as "welfare services" themselves, if one were to consider the inclusiveness of the term by its definition. Yet those services are particularly specialized and deal with only certain of the problems that dog the lives of the poor, while necessarily treating others, when they must be taken into account, as secondary to their principal functions. The agencies now to be discussed are those which, as a group, cannot be described as confined to a single kind of welfare activity and are, therefore, more reflective of the term's broad meaning. Some of them provide financial assistance; some offer counseling and guidance; some make referrals to still others for more specialized services. Indeed, the list of functions could become quite long; and some agencies may combine several. Moreover, the agencies themselves may range in type from state and local governmental activities, some receiving federal financial support, to settlement houses and churches. Of these many organizations, however, only two have major significance to the present project because of the quantity and quality of the data which they can offer.

THE PHILADELPHIA COUNTY BOARD OF ASSISTANCE

Facilities, Jurisdictions and Types of Services

The Philadelphia County Board of Assistance, a component organization of the Pennsylvania Department of Public Welfare, administers the various activities of the State's program of public assistance. It serves the population of Philadelphia through eight district offices in as many geographic sectors of the city. As was the case with the public schools, none of the district offices serves the "North City" exclusively; rather, it is served by five of them which bear the designations: Center, Girard, Hill, North and Ridge.

Cash payments are made directly to recipients under any of five programs whose titles are indicative of the categories of persons aided: Aid to Families with Dependent Children, Old Age Assistance, Aid to Disabled, Blind Pensions, and General Assistance. In addition, there are programs, administered city-wide by one office each, for the issuance of food stamps and for medical assistance in which payments are made only to the vendors of medical services. More than 140,000 persons in Philadelphia are currently participants in these programs; and of them, approximately 60,000 reside in the "North City" poverty neighborhood.

Records and Types of Information

The standard forms used by the Philadelphia County Board of Assistance in gathering the information necessary for the administration of its programs may here again be categorized as general and special forms. Only those with population information of major relevance to the project at hand are reported upon, the content of the principal ones among them being illustrated, in part, in Table III. It will be observed that data are collected not only on individual recipients of assistance,

TABLE III

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS FOR PUBLIC ASSISTANCE

(R = Recipient Data; S = Shelter Group Data;
L=Data on Legally Responsible Relative Outside of Shelter Group;
E = Employable Recipient Data)

Item	Application for Assistance (Fig. 18)	Legally Responsible Relatives (Fig. 19)	Shelter Group Incomes (Fig. 20)	Employability Data (Fig. 21)	Employable Index Card (Fig. 22)
Name	R,S	L	S	E	E
Address	R	L	-	E	-
Length of Residence	R	-	-	-	-
Social Security No.	R,S	L	-	E	-
Birthdate	R,S	-	-	-	E
Sex	R	-	-	-	E
Marital Status	R,S	-	-	-	-
Handicap	-	-	-	-	E
Training	-	-	-	E	-
Education	-	-	-	E	-

TABLE III

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS FOR PUBLIC ASSISTANCE (CONTINUED)

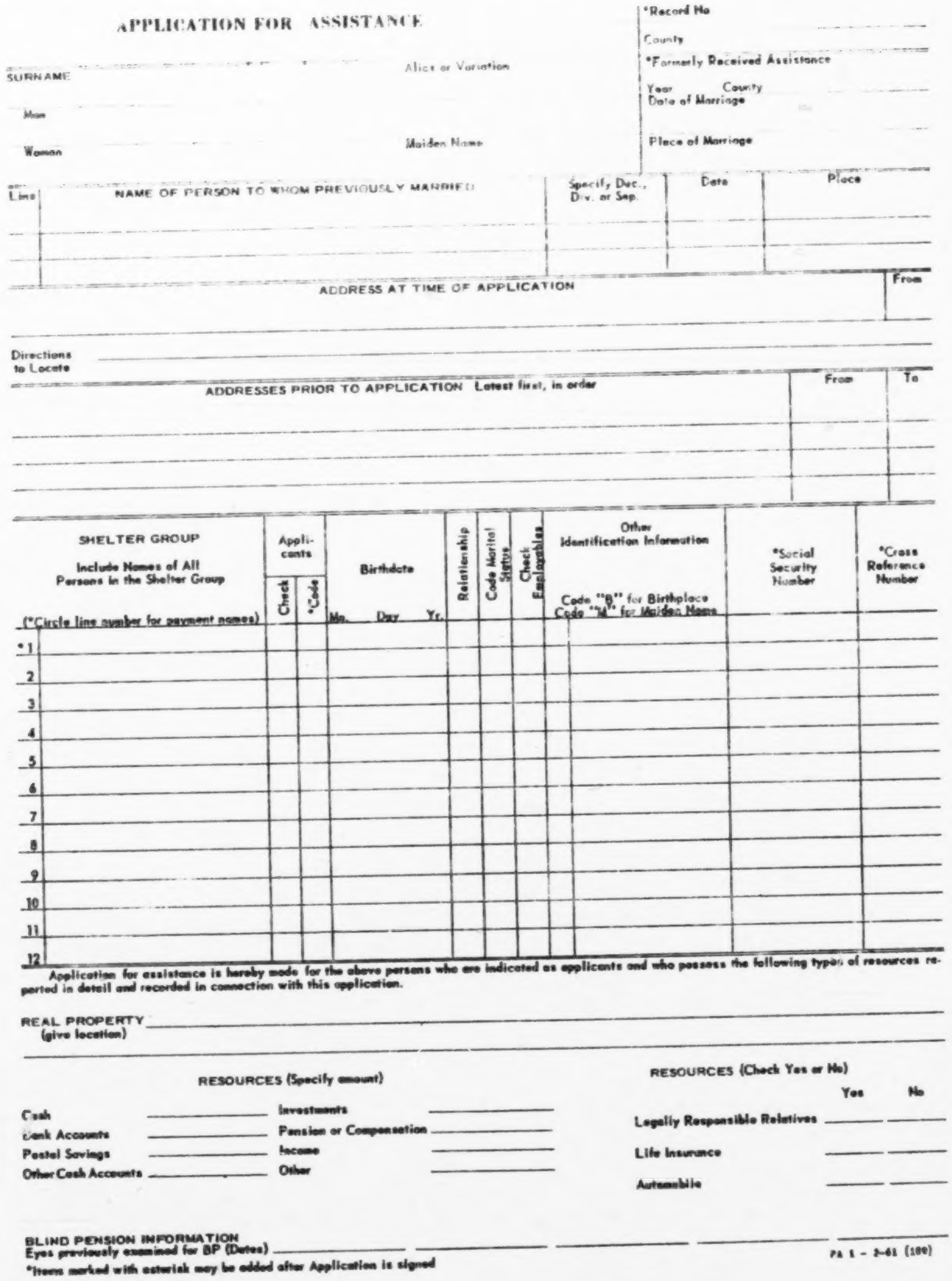
Item	Application for Assistance	Legally Responsible Relatives	Shelter Group Incomes	Employability Data	Employable Index Card
Work History	-	-	-	E	-
Labor Force Status	-	-	-	-	E
Occupation	-	-	-	E	E
Monthly Income	-	L	S	-	-
Income Source	R	L	S	-	-
Household Status	R,S	-	-	-	-
Assistance Program	R,S	-	-	-	E
Date of Entries	R	L	S	E	E

but also on members of their "shelter groups"--a concept equivalent to the Census's "households." Information is gathered separately on recipients' legally responsible relatives living apart from the shelter group, and on those particular recipients who are considered employable. It seems evident, therefore, that data are available from the records for a considerably larger number of persons than the approximately 60,000 actual recipients in the "North City" area.

General Purpose Forms:

The two standard forms which follow provide data on both the applicants for (or recipients of) public assistance and the members of their households. In addition, these records provide case identification numbers and spaces for the entry of cross references to other cases when information on individuals appears in more than one file.

PA 1: Application for Assistance (Figure 18). This form is completed at the time of application for public assistance. The data it contains are taken by a receptionist, checked by an interviewer and subsequently verified in part by a case worker. The reverse side of the sheet is an affidavit, to be signed



APPLICATION FOR ASSISTANCE

*Record No
County
*Formerly Received Assistance
Year County
Date of Marriage
Place of Marriage

SURNAME
Alias or Variation
Man
Woman
Maiden Name

Line	NAME OF PERSON TO WHOM PREVIOUSLY MARRIED	Specify Dec., Div. or Sep.	Date	Place

ADDRESS AT TIME OF APPLICATION	From

Directions to Locate

ADDRESSES PRIOR TO APPLICATION Latest first, in order	From	To

	SHELTER GROUP Include Names of All Persons in the Shelter Group (*Circle line number for payment names)	Applicants		Birthdate			Relationship	Code Marital Status	Check Employables	Other Identification Information Code "B" for Birthplace Code "M" for Maiden Name	*Social Security Number	*Cross Reference Number
		Check	*Code	Mo.	Day	Yr.						
*1												
2												
3												
4												
5												
6												
7												
8												
9												
10												
11												
12												

Application for assistance is hereby made for the above persons who are indicated as applicants and who possess the following types of resources reported in detail and recorded in connection with this application.

REAL PROPERTY (give location) ____________________

RESOURCES (Specify amount)

Cash	________	Investments	________
Bank Accounts	________	Pension or Compensation	________
Postal Savings	________	Income	________
Other Cash Accounts	________	Other	________

RESOURCES (Check Yes or No)

	Yes	No
Legally Responsible Relatives	________	________
Life Insurance	________	________
Automobile	________	________

BLIND PENSION INFORMATION
Eyes previously examined for BP (Dates) ________ ________ ________ ________ ________

*Items marked with asterisk may be added after Application is signed

PA 1 - 2-61 (100)

Figure 18. Public Assistance Form PA 1: Application for Assistance.

by the applicant, of the correctness and completeness of the facts stated in the application. As long as the case remains active, the form is maintained by the case worker to whom the case is assigned, as a part of the file of additional records which gradually accumulate on the individual. These files, referred to as case folders, are returned to a central location in the district office when cases become inactive; and they are maintained there for four more years.

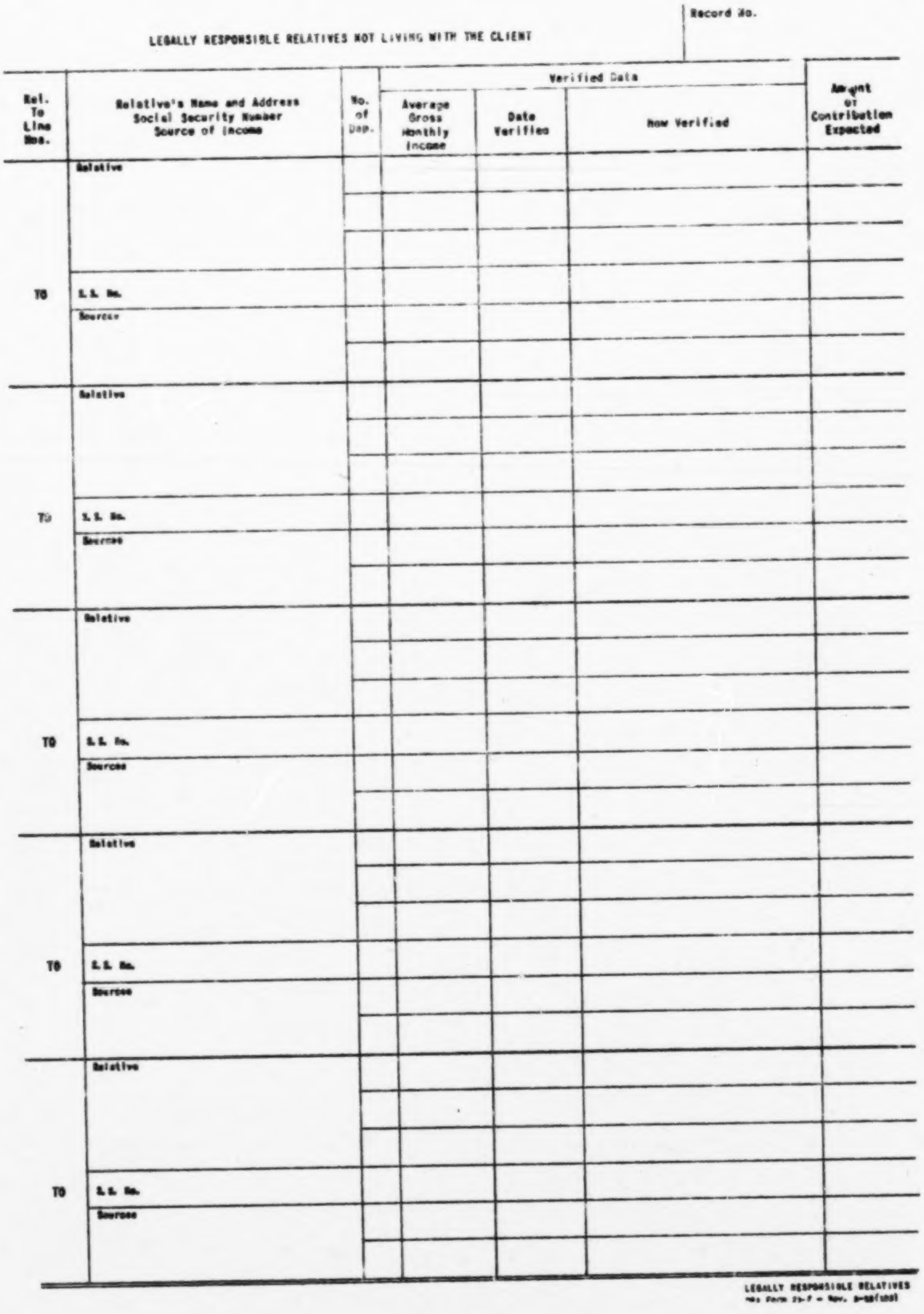
PA 21: Face Sheet. The case worker completes this form from the data furnished on the basic application, with the additional information of citizenship of foreign-born persons and the dates and means of the worker's verification of certain of the applicant's statements. Any changes in status are entered on the Face Sheet when they have been determined during the course of periodic reviews of the case--reviews made semiannually for recipients of Aid to Families with Dependent Children and annually for others. Such entries may also occur during the intervals between reviews, since recipients have a legal obligation to report all changes of status as they occur. The Face Sheet is retained in the recipient's case folder, along with the basic application.

Special Purpose Forms:

PA 21-F: Legally Responsible Relatives Not Living with the Client (Figure 19). The case worker makes the entries on this form at the time of initial processing, upon subsequent reviews of the case, or whenever it is ascertained that the recipient has relatives with legal responsibility for his support (e.g., parents of a recipient of Aid to Families with Dependent Children, or children of a person receiving Old Age Assistance) who live apart from his shelter group. The completed form is added to the individual's case folder.

PA 21-G: Income of Persons in Shelter Group (Figure 20). This form, also kept in the case folder, is completed by the case worker whenever persons in the recipient's shelter group receive income from sources other than public assistance.

PA 21-J: Employability Data (Figure 21). The case worker is again responsible for the completion of this form for all recipients who are classified as employable. The data are obtained partly from the basic application form, PA 1, and partly by interview. Changes are entered when the case is reviewed or when appropriate information is reported by the recipient. The reverse side of the form contains spaces for a detailed work history,



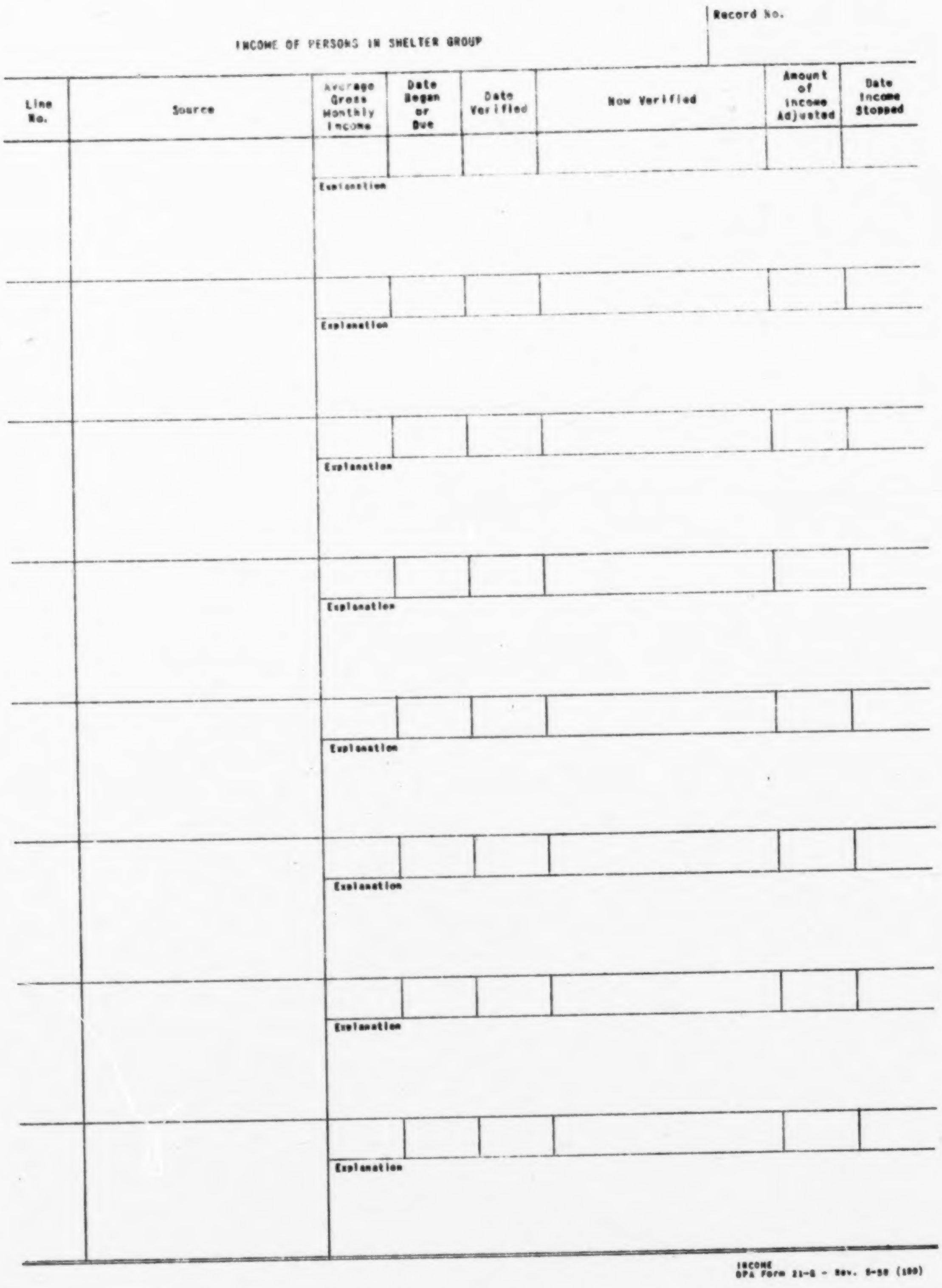
LEGALLY RESPONSIBLE RELATIVES NOT LIVING WITH THE CLIENT

Record No.

Rel. To Line Nos.	Relative's Name and Address Social Security Number Source of Income	No. of Dep.	Verified Data			Amount of Contribution Expected
			Average Gross Monthly Income	Date Verified	How Verified	
	Relative					
TO	S. S. No.					
	Sources					
	Relative					
TO	S. S. No.					
	Sources					
	Relative					
TO	S. S. No.					
	Sources					
	Relative					
TO	S. S. No.					
	Sources					
	Relative					
TO	S. S. No.					
	Sources					

LEGALLY RESPONSIBLE RELATIVES
PA Form 21-F - Rev. [illegible]

Figure 19. Public Assistance Form PA 21-F: Legally Responsible Relatives Not Living with the Client.



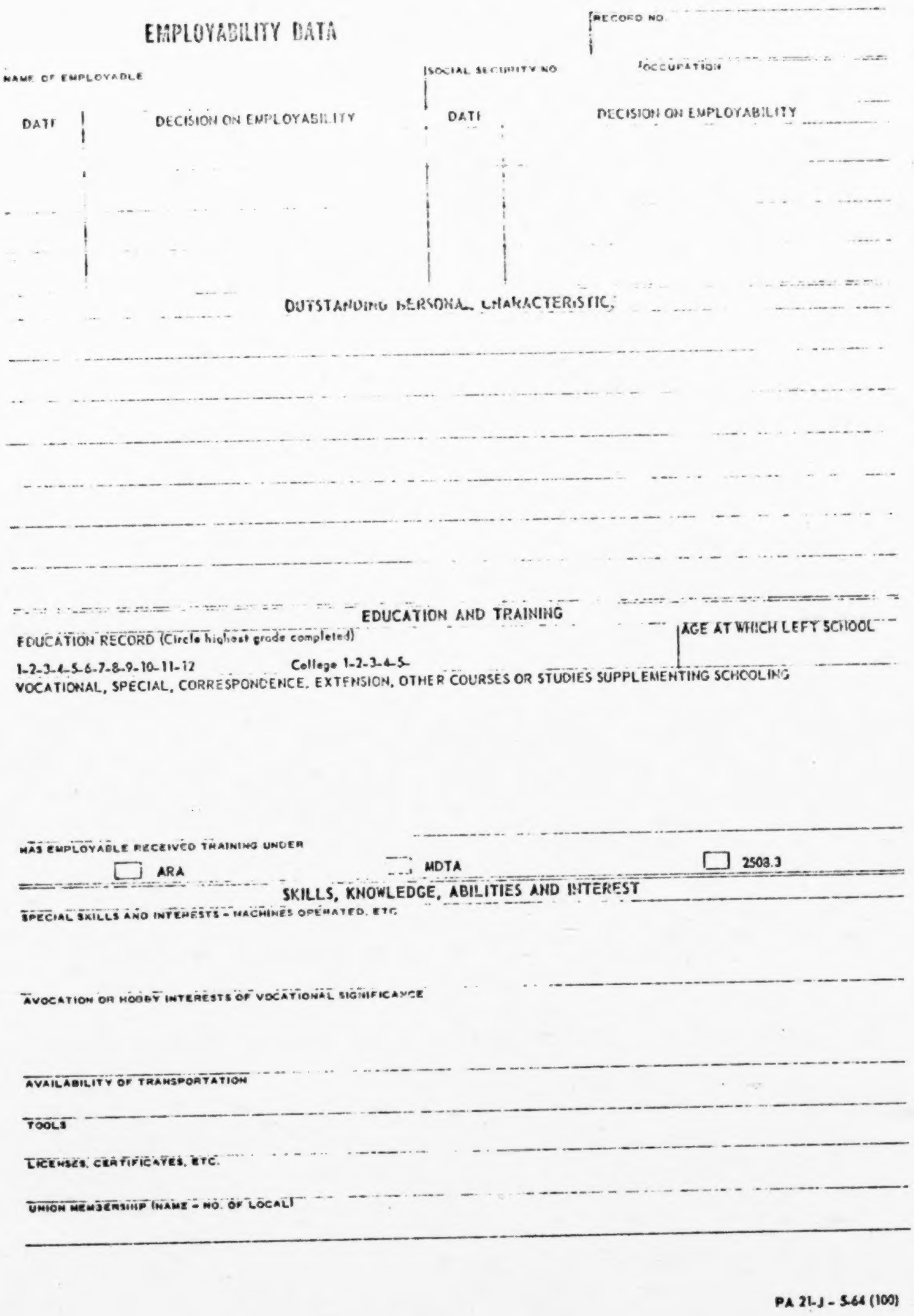
INCOME OF PERSONS IN SHELTER GROUP

Record No.

Line No.	Source	Average Gross Monthly Income	Date Began or Due	Date Verified	How Verified	Amount of Income Adjusted	Date Income Stopped
		Explanation					
		Explanation					
		Explanation					
		Explanation					
		Explanation					
		Explanation					
		Explanation					
		Explanation					

INCOME
DPA Form 21-G - Rev. 5-58 (100)

Figure 20. Public Assistance Form PA 21-G: Income of Persons in Shelter Group.



EMPLOYABILITY DATA

RECORD NO.

NAME OF EMPLOYABLE

SOCIAL SECURITY NO

OCCUPATION

DATE	DECISION ON EMPLOYABILITY	DATE	DECISION ON EMPLOYABILITY

OUTSTANDING PERSONAL CHARACTERISTICS

EDUCATION AND TRAINING

EDUCATION RECORD (Circle highest grade completed)

1-2-3-4-5-6-7-8-9-10-11-12

College 1-2-3-4-5-

AGE AT WHICH LEFT SCHOOL

VOCATIONAL, SPECIAL, CORRESPONDENCE, EXTENSION, OTHER COURSES OR STUDIES SUPPLEMENTING SCHOOLING

HAS EMPLOYABLE RECEIVED TRAINING UNDER

☐ ARA ☐ MDTA ☐ 2508.3

SKILLS, KNOWLEDGE, ABILITIES AND INTEREST

SPECIAL SKILLS AND INTERESTS – MACHINES OPERATED, ETC.

AVOCATION OR HOBBY INTERESTS OF VOCATIONAL SIGNIFICANCE

AVAILABILITY OF TRANSPORTATION

TOOLS

LICENSES, CERTIFICATES, ETC.

UNION MEMBERSHIP (NAME – NO. OF LOCAL)

PA 21-J – 5-64 (100)

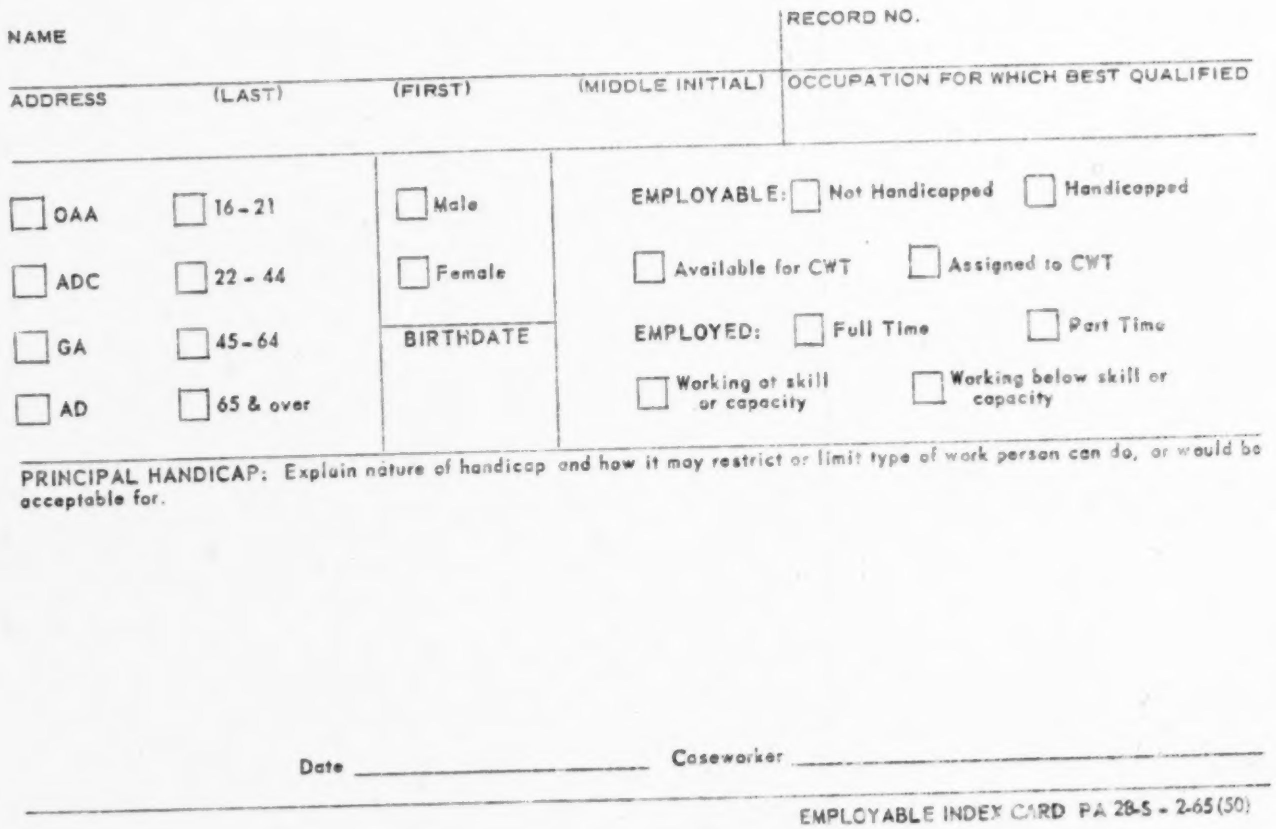
Figure 21. Public Assistance Form PA 21-J: Employability Data.

including previous employers' names and addresses and the recipient's occupation, dates of employment, reasons for leaving employment in each case, and dates of registration with the State Employment Service. These forms are also maintained in the case folders.

PA 28-S: Employable Index Card (Figure 22). This card is completed in two copies by the case worker for employable recipients at the time of their initial applications, again during the reviews of their cases, and at other times when changes are reported. One copy remains in the case folder; the other is filed at the central administrative office.

Periodic Reports:

Each local district provides data as of the last day of each month, the information being only on the number of active cases by assistance categories. City-wide tabulations are also available on the average number of individuals receiving payments under each assistance category; but none provide the much needed detailed characteristics of the recipients. And, although no totals of any kind on "North City" residents can be compiled at present from the regularly recurring reports by the Philadelphia County Board of Assistance,



NAME | RECORD NO.

ADDRESS (LAST) (FIRST) (MIDDLE INITIAL) | OCCUPATION FOR WHICH BEST QUALIFIED

☐ OAA ☐ 16 - 21 ☐ Male

☐ ADC ☐ 22 - 44 ☐ Female

☐ GA ☐ 45 - 64 BIRTHDATE

☐ AD ☐ 65 & over

EMPLOYABLE: ☐ Not Handicapped ☐ Handicapped

☐ Available for CWT ☐ Assigned to CWT

EMPLOYED: ☐ Full Time ☐ Part Time

☐ Working at skill or capacity ☐ Working below skill or capacity

PRINCIPAL HANDICAP: Explain nature of handicap and how it may restrict or limit type of work person can do, or would be acceptable for.

Date ________________ Caseworker ________________

EMPLOYABLE INDEX CARD PA 28-S - 2-65 (50)

Figure 22. Public Assistance Form PA 28-S: Employable Index Card.

occasional tabulations are made for areas as small as census tracts of the numbers of persons receiving cash payments under the various programs.

Appraisal of Data in the Basic Records

As has been indicated, the public assistance files offer detailed data on large numbers of individuals, data whose accuracy is attested by sworn statements and whose currency is more or less assured by the legal obligation of recipients of assistance to report all changes in their status and by periodic reviews to ensure that that obligation has been met. Furthermore, the information is representative of the very poorest segment of the Philadelphia community which includes twenty percent or more of the resident population of the "North City" neighborhood. Yet these particularly valuable data are practically inaccessible, since, for the most part, they appear only on the records in the custody of the individual case workers.

It seems likely that any new procedures which might be devised to produce information from the public assistance records for the "North City" or for other local area populations would require duplication and possible redesign of the forms so that copies could be made available for centralized data processing. Address coding and other operations equivalent to those used by the public schools' data bank would, of course, also be necessary.

The problem of double counting which might be expected in tabulations of individual data from case records--a problem arising because shelter group members may receive more than one type of public assistance and thereby appear in the records of more than one case--may be easily minimized, if not altogether eliminated, since the record number assigned to each case is prescribed in the cross-reference entries on both the Application for Assistance Form and on the Face Sheet for all persons who may appear in the records of other cases. In addition, cross-referencing is required to reveal which current recipients have received assistance under different case numbers in the past. Thus double counting might also be eliminated in tabulations of information from active and inactive records.

THE PHILADELPHIA ANTI-POVERTY ACTION COMMISSION

Facilities, Jurisdictions and Types of Services

Programs under the jurisdiction of the federal Office of Economic Opportunity are administered in each city by its local Community Action Agency. In Philadelphia, this is the Philadelphia Anti-Poverty Action Commission, consisting of thirty-one members, twelve of whom are the elected area representatives of the twelve administrative districts in the city, and the rest of whom represent the city government and the major community organizations. The Commission's services are provided through other agencies to whose programs it contributes financial support --such as the Opportunities Industrialization Center --and also through its own administrative district offices. Only one of its districts, Area F, is entirely within the "North City." Other parts of the "North City" neighborhood lie in Areas C, D, E and G which also include areas outside its northern, eastern and southern boundaries. The offices' principal function is to assist underprivileged persons with information on available services and to refer them to various agencies that may be able to help. Such action is followed by re-interviews to evaluate the responses of individuals and agencies to such referrals.

Records and Types of Information

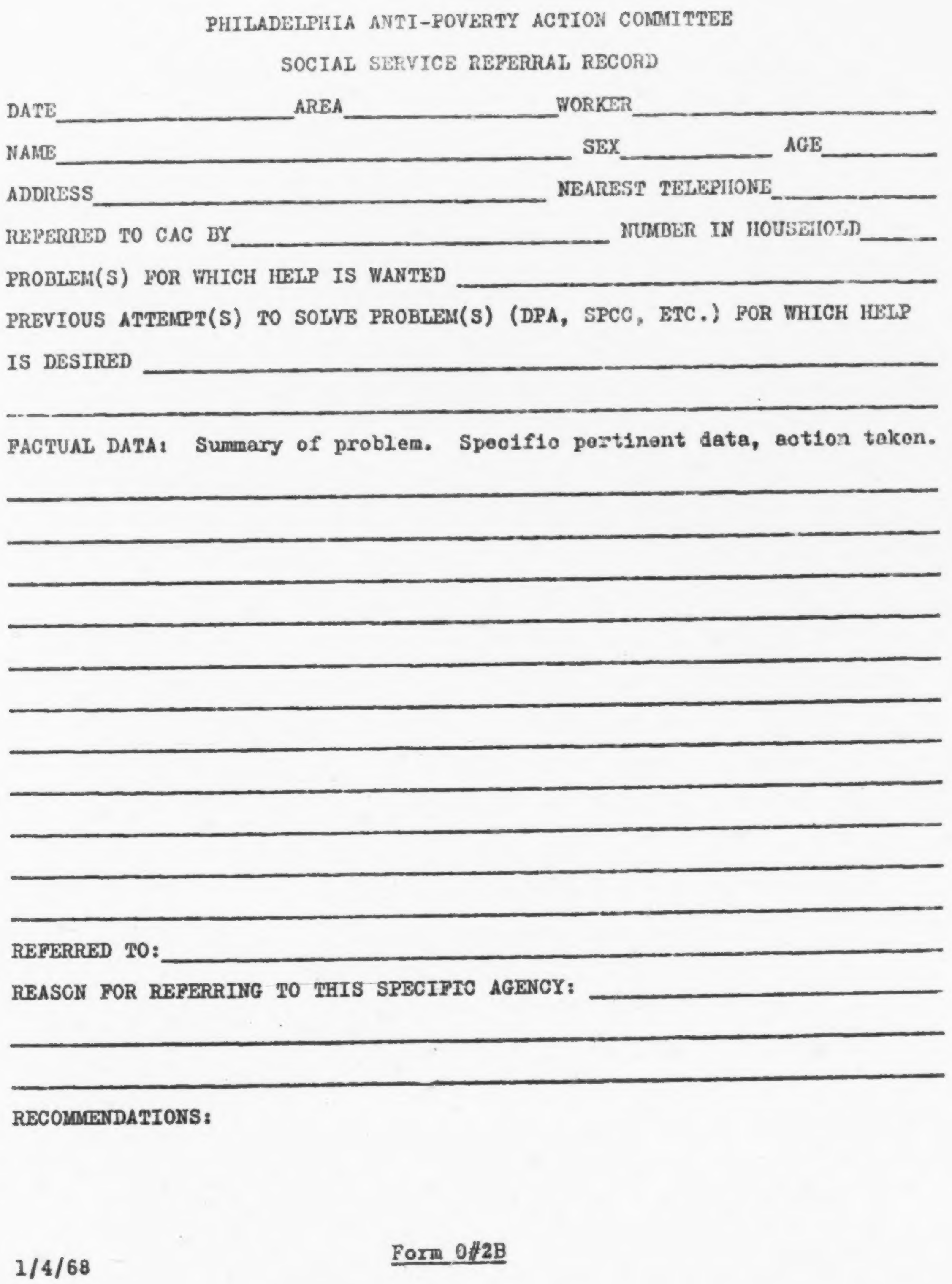
O#2A: Day Sheet. Of the three principal forms used in providing the services just described, this is the least important, since it cites only the name, address, date, time and suggested action for the client.

O#2B: Social Service Referral Record (Figure 23). The social worker records on this form the personal data and other necessary information on the client interviewed. Two copies are made, one for the social worker's files and one for the Commission's central office.

O#2D: Social Service Follow-Up Record (Figure 24). When evaluation is made of the results of a client's referral, this form is also prepared in duplicate, the disposition of copies being the same as for the O#2B.

Appraisal of Data in the Basic Records

Each of the district offices in the "North City" area deal with approximately 20,000 cases annually--a



PHILADELPHIA ANTI-POVERTY ACTION COMMITTEE

SOCIAL SERVICE REFERRAL RECORD

DATE____________ AREA____________ WORKER____________

NAME____________________ SEX________ AGE________

ADDRESS____________________ NEAREST TELEPHONE________

REFERRED TO CAC BY________________ NUMBER IN HOUSEHOLD____

PROBLEM(S) FOR WHICH HELP IS WANTED ________________

PREVIOUS ATTEMPT(S) TO SOLVE PROBLEM(S) (DPA, SPCC, ETC.) FOR WHICH HELP IS DESIRED ________________

FACTUAL DATA: **Summary of problem. Specific pertinent data, action taken.**

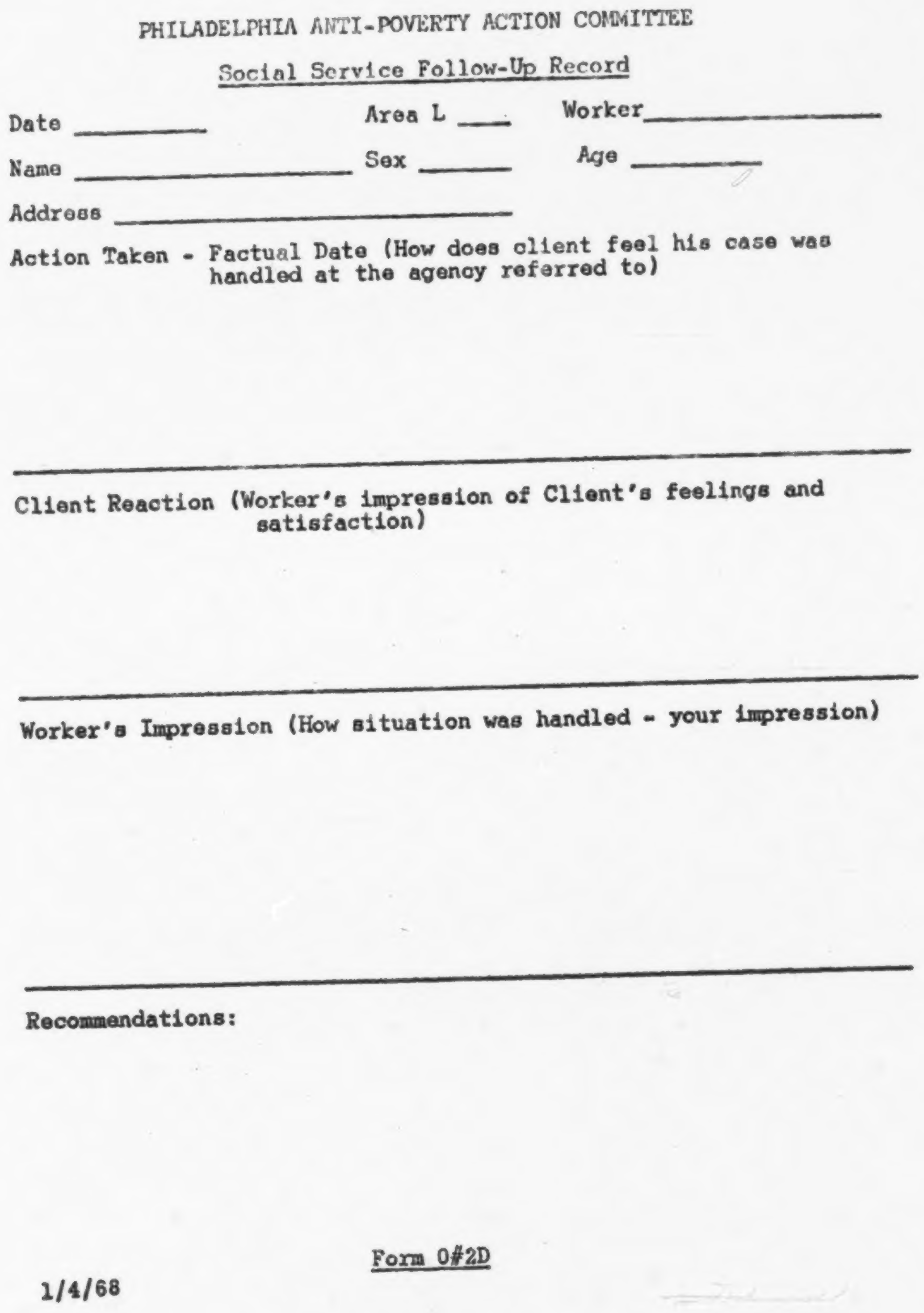
REFERRED TO:________________

REASON FOR REFERRING TO THIS SPECIFIC AGENCY: ________________

RECOMMENDATIONS:

1/4/68 **Form 0#2B**

Figure 23. Philadelphia Anti-Poverty Action Commission Form O#2B: Social Service Referral Record.



PHILADELPHIA ANTI-POVERTY ACTION COMMITTEE

Social Service Follow-Up Record

Date ________ Area L ___ Worker ______________

Name ________________ Sex _____ Age ________

Address ____________________

Action Taken - Factual Date (How does client feel his case was handled at the agency referred to)

Client Reaction (Worker's impression of Client's feelings and satisfaction)

Worker's Impression (How situation was handled - your impression)

Recommendations:

Form O#2D

1/4/68

Figure 24. Philadelphia Anti-Poverty Action Commission Form O#2D: Social Service Follow-Up Record.

substantial number, even though many cases probably represent return visits by the same persons. While the items of information on each form are relatively few, and while the nature of much of the information is such as to preclude standard classifications and tabulations of the entries; nevertheless, the large number of personal contacts between individuals from the poverty-area population and members of local office staffs indicates a possibility for the organization of a statistical system for the Philadelphia Anti-Poverty Action Commission's activities that could be far more useful than the present one for the purpose of collecting significant manpower data. The realization of this potential is contingent, in part, upon whether the local agency would adopt the procedures currently prescribed by the Office of Economic Opportunity for its Community Action Agencies' reporting of management information.

OTHER WELFARE AND SOCIAL SERVICE AGENCIES

None of the other welfare and social service agencies serving the "North City" area has either a sufficiently significant quantity of records or a comprehensive enough statistical system to warrant detailed description here. Some, such as the Areawide Council of the Model Cities program, collect no quantifiable information at all on the individuals they serve; others, such as the several neighborhood settlement houses, appear to have only fragmentary records on their various activities--a situation entirely to be expected considering the limitations on their staffs and other resources.

One special purpose agency deserves mention: the Philadelphia-Camden Social Service Exchange which maintains a central file of basic identifying information on those individuals who benefit from the health, education and welfare services of its several hundred member agencies. These data are considered confidential, however, and, upon request, are provided only to member organizations in order to facilitate communication among those that may be providing services of varying kinds for the same persons or families. Although standard forms are used as part of a centralized and carefully organized information system notable as a means for inter-agency data sharing, the limited amount of available data on individuals and their confidentiality render the system hardly a potential source of comprehensive manpower information.

Plans are currently developing to establish multi-purpose neighborhood service centers in the poverty areas, some of which, such as the Hartranft Community Corporation in the "North City" area, have already begun to function. By this means it is intended to centralize the activities of various types of manpower and other agencies for small neighborhoods within the poverty areas. Such centers may, in time, be able also to standardize record keeping and other statistical activities for their component agencies and may thus possibly become new sources of comprehensive data for small neighborhood populations. In this event, they might so offer an alternative solution to the problem of assembling small-area manpower information.

CHAPTER 5

HEALTH SERVICES AND VITAL STATISTICS

As in any large urban area, health services in the "North City" constitute an extremely complex set of activities reflecting both the diversity of the population's many needs and the highly specialized nature of the health care system that has been developed to meet them. More than a dozen major facilities, including hospitals and public and private clinics, are located within the "North City" area; and many more in other parts of the city serve large numbers of its residents. The area's physicians and other kinds of private practitioners are numbered in the hundreds. And the data-collecting and record-keeping activities concomitant to the provision of health services are equally complex and decentralized. It would appear that only the public agencies--and, possibly, certain of the private activities which are publicly financed--may eventually be potential data sources; but even then the information will be limited to particular segments of the population with particular types of health problems. The public agency with the largest "North City" clientele is the Philadelphia Department of Public Health, which includes among its responsibilities the administration of the Philadelphia General Hospital, whose admissions number above twenty thousand a year, and the Medical Examiner's Office, which annually investigates several thousand deaths. Its major programs, however, are those of the Community Health Services.

THE COMMUNITY HEALTH SERVICES OF THE PHILADELPHIA DEPARTMENT OF PUBLIC HEALTH

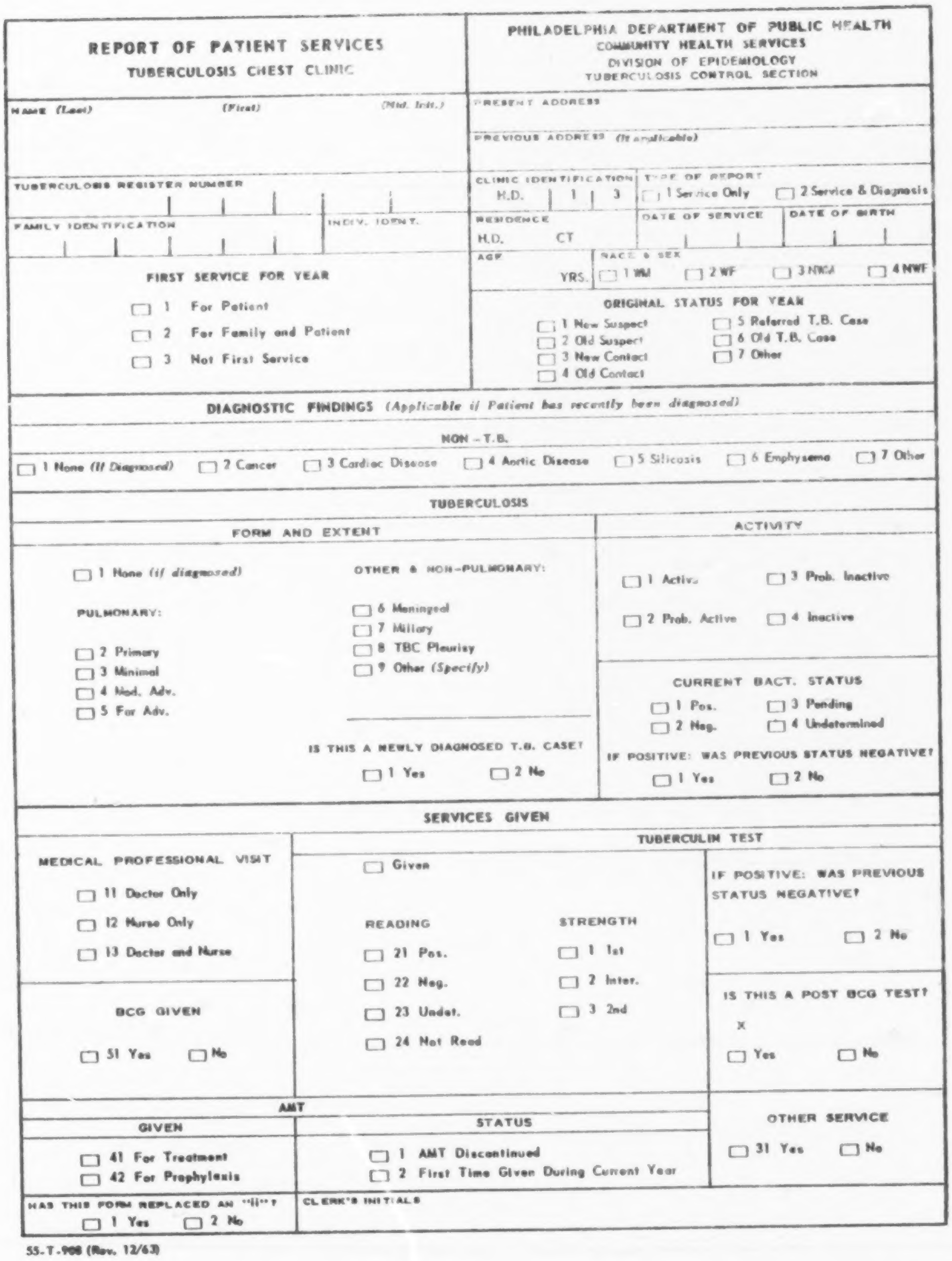
Facilities, Jurisdictions and Types of Services

The Community Health Services' programs are offered through its own clinics, through other organizations and private practitioners with whom it collaborates and, in some instance, through visits to individual residences; and they provide medical, dental and mental health care, immunizations, nursing and laboratory services, communicable disease control and other specialized types of services to several hundred thousand members of the city's population every year.

These diverse programs are administered through ten health districts, two of which, Districts 5 and 6, include the entire "North City" as defined for the present project. (District 5 lies entirely within the "North City;" District 6 includes part of the "North City" and also five census tracts that lie beyond its eastern boundary.) Nine of the districts, including these two, have Health Centers that house a variety of clinics and other facilities; but the individual centers do not offer all types of services and must, therefore, refer one district's residents to another's facilities for certain services. For example, the Health Centers of Districts 5 and 6 both include child health, X-ray, prenatal, cytology, dental and tuberculosis clinics and clinics for "Project Human Renewal;" and, in addition, the District 5 venereal disease clinic and the District 6 parasitosis clinic both serve the entire city. Hence, a District Health Center's records will neither pertain exclusively to residents of its particular jurisdictional area nor reflect the services rendered to them by other centers.

Records and Types of Information

The variety and specialized nature of the services offered by the Community Health Services are reflected in the agency's many forms and in the types of information collected. No single form is in general use in all clinics. Instead, different forms are prepared for each activity, as, for example, the Tuberculosis Chest Clinic's Report of Patient Services (Figure 25) or the "Project Human Renewal's" Patient Social History and Evaluation Record (Figure 26). Most of these special purpose forms do contain significant data on the individuals' personal characteristics (name, address, date of birth, sex, race, marital or family status, and occupation) along with the detailed information relative to the specific health condition for which they are being treated. And all records are maintained at the District Health Centers, except for those kept in schools for dental clinic cases. No tabu-



REPORT OF PATIENT SERVICES
TUBERCULOSIS CHEST CLINIC

PHILADELPHIA DEPARTMENT OF PUBLIC HEALTH
COMMUNITY HEALTH SERVICES
DIVISION OF EPIDEMIOLOGY
TUBERCULOSIS CONTROL SECTION

NAME *(Last)* *(First)* *(Mid. Init.)*

PRESENT ADDRESS

PREVIOUS ADDRESS *(If applicable)*

TUBERCULOSIS REGISTER NUMBER

CLINIC IDENTIFICATION H.D. 1 3

TYPE OF REPORT ☐ 1 Service Only ☐ 2 Service & Diagnosis

FAMILY IDENTIFICATION

INDIV. IDENT.

RESIDENCE H.D. CT

DATE OF SERVICE

DATE OF BIRTH

AGE YRS.

RACE & SEX ☐ 1 WM ☐ 2 WF ☐ 3 NWM ☐ 4 NWF

FIRST SERVICE FOR YEAR
☐ 1 For Patient
☐ 2 For Family and Patient
☐ 3 Not First Service

ORIGINAL STATUS FOR YEAR
☐ 1 New Suspect
☐ 2 Old Suspect
☐ 3 New Contact
☐ 4 Old Contact
☐ 5 Referred T.B. Case
☐ 6 Old T.B. Case
☐ 7 Other

DIAGNOSTIC FINDINGS *(Applicable if Patient has recently been diagnosed)*

NON – T.B.
☐ 1 None *(If Diagnosed)* ☐ 2 Cancer ☐ 3 Cardiac Disease ☐ 4 Aortic Disease ☐ 5 Silicosis ☐ 6 Emphysema ☐ 7 Other

TUBERCULOSIS

FORM AND EXTENT

☐ 1 None *(if diagnosed)*

PULMONARY:
☐ 2 Primary
☐ 3 Minimal
☐ 4 Mod. Adv.
☐ 5 Far Adv.

OTHER & NON-PULMONARY:
☐ 6 Meningeal
☐ 7 Miliary
☐ 8 TBC Pleurisy
☐ 9 Other *(Specify)*

IS THIS A NEWLY DIAGNOSED T.B. CASE?
☐ 1 Yes ☐ 2 No

ACTIVITY
☐ 1 Active ☐ 3 Prob. Inactive
☐ 2 Prob. Active ☐ 4 Inactive

CURRENT BACT. STATUS
☐ 1 Pos. ☐ 3 Pending
☐ 2 Neg. ☐ 4 Undetermined

IF POSITIVE: WAS PREVIOUS STATUS NEGATIVE?
☐ 1 Yes ☐ 2 No

SERVICES GIVEN

MEDICAL PROFESSIONAL VISIT
☐ 11 Doctor Only
☐ 12 Nurse Only
☐ 13 Doctor and Nurse

BCG GIVEN
☐ 51 Yes ☐ No

TUBERCULIN TEST

☐ Given

READING
☐ 21 Pos.
☐ 22 Neg.
☐ 23 Undet.
☐ 24 Not Read

STRENGTH
☐ 1 1st
☐ 2 Inter.
☐ 3 2nd

IF POSITIVE: WAS PREVIOUS STATUS NEGATIVE?
☐ 1 Yes ☐ 2 No

IS THIS A POST BCG TEST?
X
☐ Yes ☐ No

AMT

GIVEN
☐ 41 For Treatment
☐ 42 For Prophylaxis

STATUS
☐ 1 AMT Discontinued
☐ 2 First Time Given During Current Year

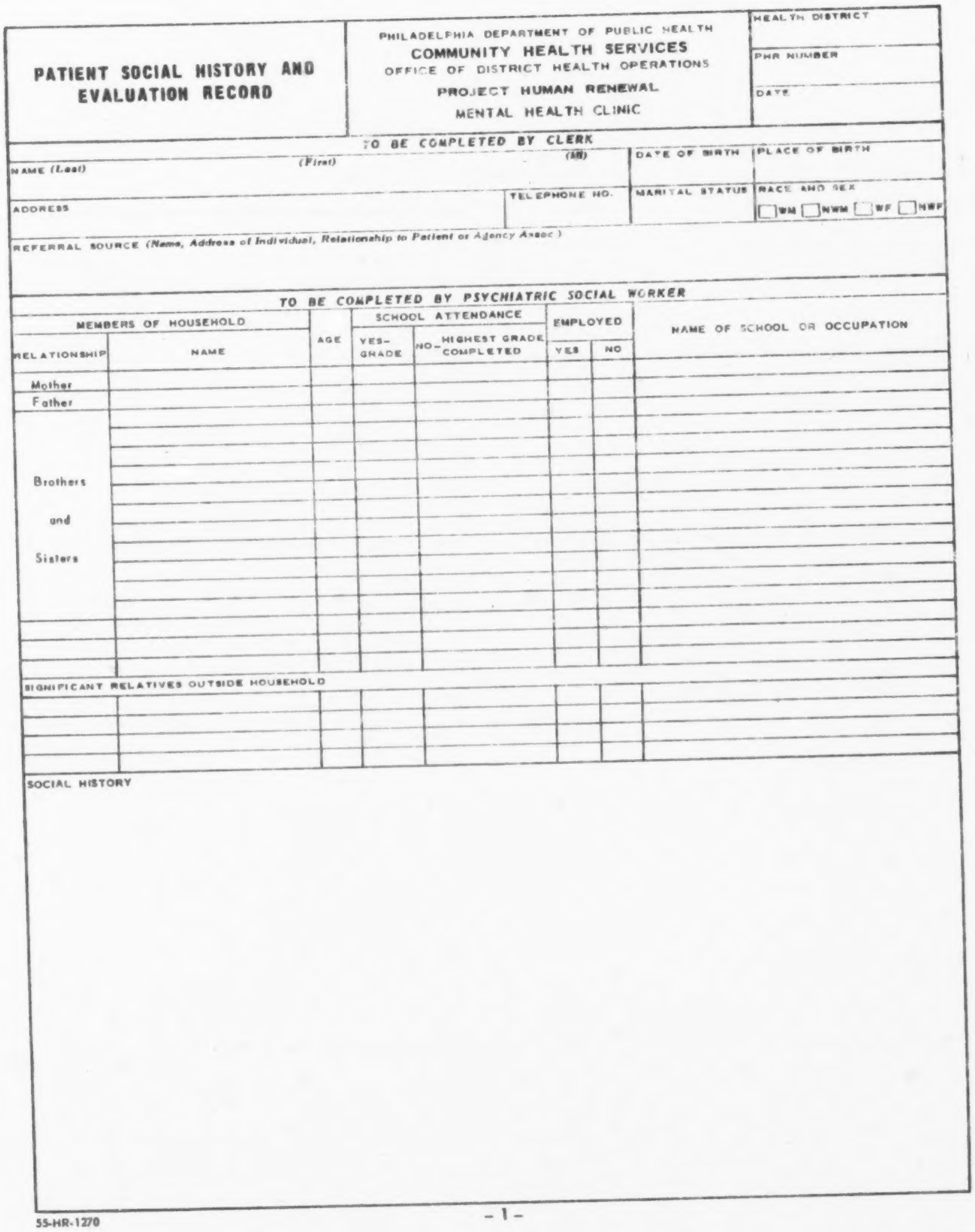
OTHER SERVICE
☐ 31 Yes ☐ No

HAS THIS FORM REPLACED AN "ii"?
☐ 1 Yes ☐ 2 No

CLERK'S INITIALS

55-T-908 (Rev. 12/63)

Figure 25. Philadelphia Department of Public Health, Form 55-T-908: Record of Patient Services, Tuberculosis Chest Clinic.



PATIENT SOCIAL HISTORY AND EVALUATION RECORD

PHILADELPHIA DEPARTMENT OF PUBLIC HEALTH
COMMUNITY HEALTH SERVICES
OFFICE OF DISTRICT HEALTH OPERATIONS
PROJECT HUMAN RENEWAL
MENTAL HEALTH CLINIC

HEALTH DISTRICT
PHR NUMBER
DATE

TO BE COMPLETED BY CLERK

NAME (Last) (First) (MI)
DATE OF BIRTH
PLACE OF BIRTH
ADDRESS
TELEPHONE NO.
MARITAL STATUS
RACE AND SEX ☐ WM ☐ NWM ☐ WF ☐ NWF
REFERRAL SOURCE (Name, Address of Individual, Relationship to Patient or Agency Assoc.)

TO BE COMPLETED BY PSYCHIATRIC SOCIAL WORKER

MEMBERS OF HOUSEHOLD		AGE	SCHOOL ATTENDANCE		EMPLOYED		NAME OF SCHOOL OR OCCUPATION
RELATIONSHIP	NAME		YES-GRADE	NO-HIGHEST GRADE COMPLETED	YES	NO	
Mother							
Father							
Brothers and Sisters							

SIGNIFICANT RELATIVES OUTSIDE HOUSEHOLD

SOCIAL HISTORY

55-HR-1270

- 1 -

Figure 26. Philadelphia Department of Public Health, Form 55-HR-1270: Patient Social History and Evaluation Record, Project Human Renewal.

lations of the data, however, are currently available other than totals of cases of various types.

Appraisal of Data in the Basic Records

Since the forms are completed by clerks or other agency personnel in the course of interviews with patients, the information contained in them is likely to be both accurate and complete. And verifications of the entries usually made at the time of patients' return visits tend to ensure the currency of the information. However, the forms themselves do not provide standardized classifications for such information as race, family status or occupation. Even so, the large numbers of individuals represented make clear that these forms might constitute a potentially significant source of population information, if procedures were to be devised to permit the centralization of their data.

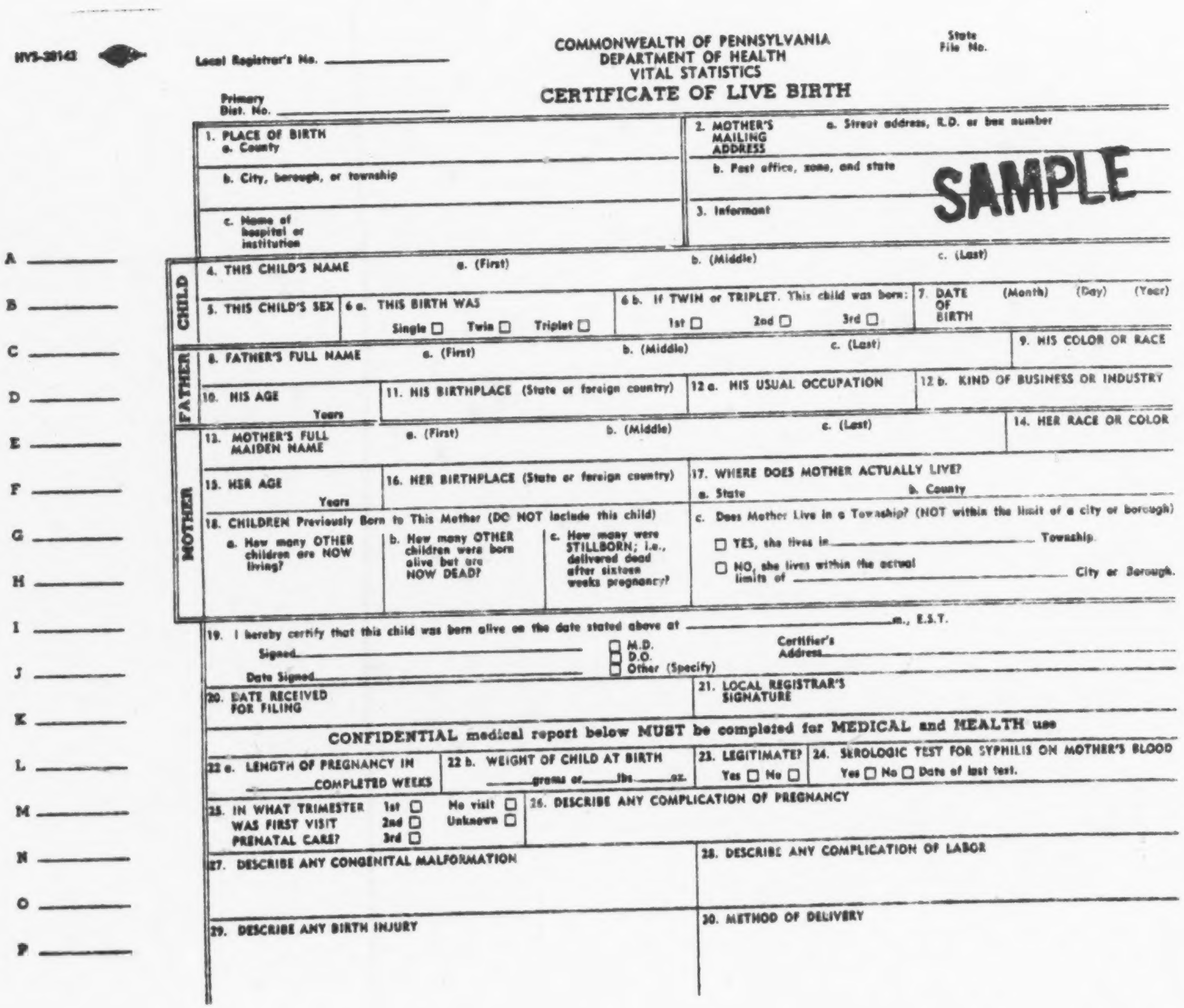
VITAL STATISTICS

Vital statistics are data on births and deaths which are, in Pennsylvania, the responsibility of the

State's Department of Health. Certificates of deaths and of live births occurring in Philadelphia are officially numbered and sealed in the Department's local office of Vital Statistics; and two additional copies of each certificate are prepared. The original certificate is filed by the Department in Harrisburg; one copy is maintained in the local office in Philadelphia; and the other copy is transmitted to the Division of Statistics and Research of the Philadelphia Department of Health, Community Health Services. This last agency translates much of the data from the certificate into punch card records which, in turn, provide the basis for the yearly tabulations of vital statistics which appear in its Philadelphia Annual Statistical Report. This document provides such data as resident live births in 1966 for Health Districts 5 and 6 of 4,127 and 3,012, respectively; resident deaths for the same year and districts of 2,256 and 1,881, respectively; and a large variety of other area statistics, including such unfortunate indicators as the non-white infant death rates for both districts of 41.2 deaths per 1,000 live births --rates more than twice the city's overall white infant mortality rate.

Both the Certificate of Live Birth (Figure 27) and the Certificate of Death (Figure 28) contain economic and social information beyond that essential for the identification of a person born or deceased. Since most of the data on individuals concerned (and also on mothers, in the case of births) are recorded on the punch cards already mentioned, along with the census tract number for residence; tabulations are therefore possible for any areas which are aggregations of census tracts. But, until now, only totals for the city and the Health Districts are regularly published; and these are limited to the relatively few classifications by sex, race and cause or category of deaths appearing in the _Philadelphia Annual Statistical Reports_.

It should also be noted that not all of the births and deaths that occur and are reported in Philadelphia are those of Philadelphians. Moreover, in tabulations of data by residence, allowances must be made for births to Philadelphian parents and deaths of Philadelphians that are recorded elsewhere. Actually, no serious problems arise in this connection, because the forms clearly provide for the identification of an individual's area of residence; and



HVS-20142

Local Registrar's No. ______

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF HEALTH
VITAL STATISTICS

CERTIFICATE OF LIVE BIRTH

State File No.

Primary Dist. No. ______

SAMPLE

A ______
B ______
C ______
D ______
E ______
F ______
G ______
H ______
I ______
J ______
K ______
L ______
M ______
N ______
O ______
P ______

1. PLACE OF BIRTH
a. County
b. City, borough, or township
c. Name of hospital or institution

2. MOTHER'S MAILING ADDRESS
a. Street address, R.D. or box number
b. Post office, zone, and state

3. Informant

CHILD

4. THIS CHILD'S NAME a. (First) b. (Middle) c. (Last)

5. THIS CHILD'S SEX

6 a. THIS BIRTH WAS Single ☐ Twin ☐ Triplet ☐

6 b. If TWIN or TRIPLET. This child was born: 1st ☐ 2nd ☐ 3rd ☐

7. DATE OF BIRTH (Month) (Day) (Year)

FATHER

8. FATHER'S FULL NAME a. (First) b. (Middle) c. (Last)

9. HIS COLOR OR RACE

10. HIS AGE Years

11. HIS BIRTHPLACE (State or foreign country)

12 a. HIS USUAL OCCUPATION

12 b. KIND OF BUSINESS OR INDUSTRY

MOTHER

13. MOTHER'S FULL MAIDEN NAME a. (First) b. (Middle) c. (Last)

14. HER RACE OR COLOR

15. HER AGE Years

16. HER BIRTHPLACE (State or foreign country)

17. WHERE DOES MOTHER ACTUALLY LIVE?
a. State b. County
c. Does Mother Live in a Township? (NOT within the limit of a city or borough)
☐ YES, she lives in ______ Township.
☐ NO, she lives within the actual limits of ______ City or Borough.

18. CHILDREN Previously Born to This Mother (DO NOT include this child)
a. How many OTHER children are NOW living?
b. How many OTHER children were born alive but are NOW DEAD?
c. How many were STILLBORN; i.e., delivered dead after sixteen weeks pregnancy?

19. I hereby certify that this child was born alive on the date stated above at ______ m., E.S.T.
Signed ______
Date Signed ______
☐ M.D.
☐ D.O.
☐ Other (Specify)
Certifier's Address ______

20. DATE RECEIVED FOR FILING

21. LOCAL REGISTRAR'S SIGNATURE

CONFIDENTIAL medical report below MUST be completed for MEDICAL and HEALTH use

22 a. LENGTH OF PREGNANCY IN ______ COMPLETED WEEKS

22 b. WEIGHT OF CHILD AT BIRTH ______ grams or ______ lbs. ______ oz.

23. LEGITIMATE? Yes ☐ No ☐

24. SEROLOGIC TEST FOR SYPHILIS ON MOTHER'S BLOOD Yes ☐ No ☐ Date of last test.

25. IN WHAT TRIMESTER WAS FIRST VISIT PRENATAL CARE? 1st ☐ 2nd ☐ 3rd ☐ No visit ☐ Unknown ☐

26. DESCRIBE ANY COMPLICATION OF PREGNANCY

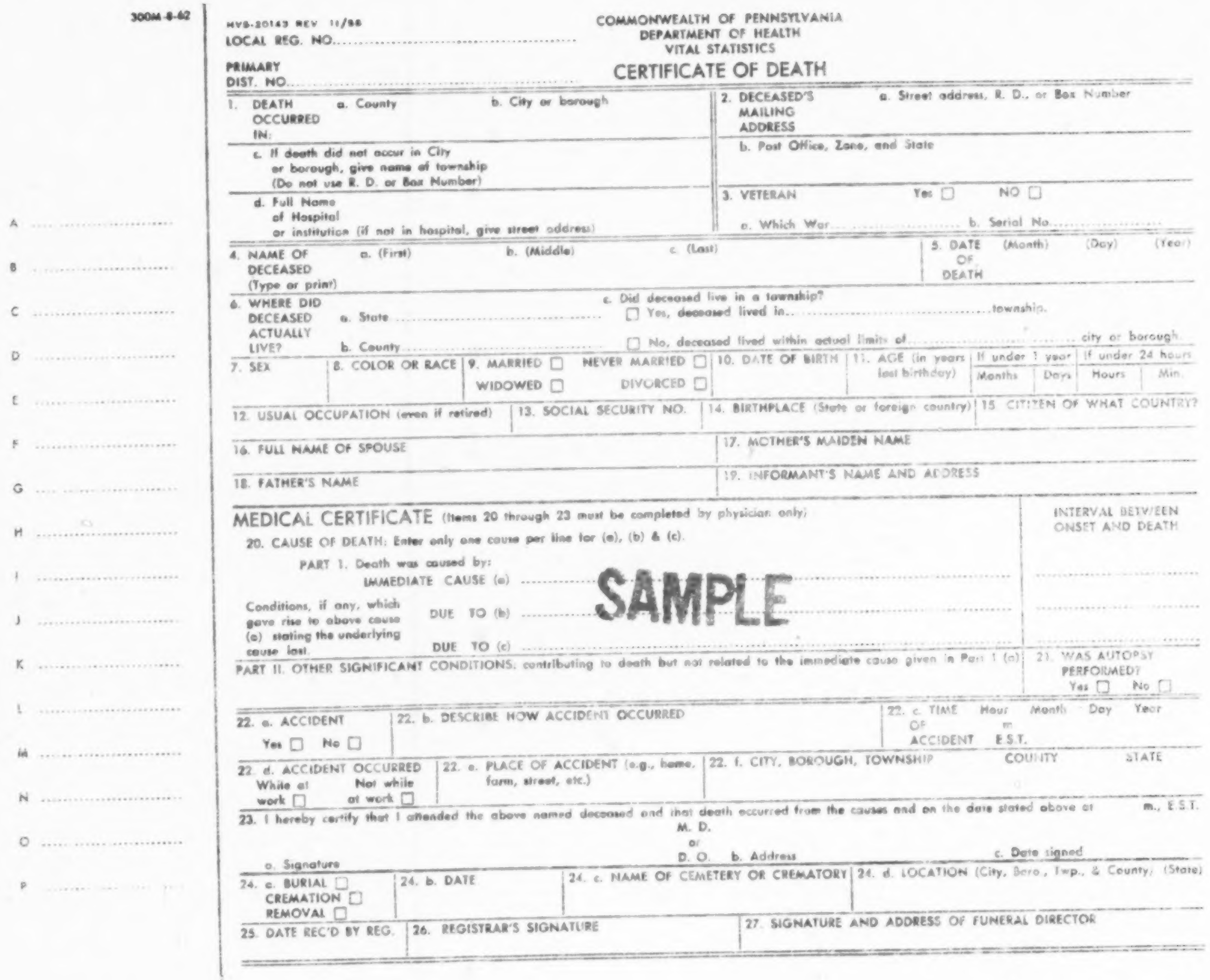
27. DESCRIBE ANY CONGENITAL MALFORMATION

28. DESCRIBE ANY COMPLICATION OF LABOR

29. DESCRIBE ANY BIRTH INJURY

30. METHOD OF DELIVERY

Figure 27. Pennsylvania Department of Health Form HVS-20142: Certificate of Live Birth.



300M-8-62

HVS-20143 REV 11/58
LOCAL REG. NO.........................

PRIMARY
DIST. NO.........................

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF HEALTH
VITAL STATISTICS
CERTIFICATE OF DEATH

1. DEATH OCCURRED IN: a. County b. City or borough
c. If death did not occur in City or borough, give name of township (Do not use R. D. or Box Number)
d. Full Name of Hospital or institution (if not in hospital, give street address)

2. DECEASED'S MAILING ADDRESS a. Street address, R. D., or Box Number
b. Post Office, Zone, and State

3. VETERAN Yes ☐ NO ☐
a. Which War......................... b. Serial No.........................

4. NAME OF DECEASED (Type or print) a. (First) b. (Middle) c. (Last)

5. DATE OF DEATH (Month) (Day) (Year)

6. WHERE DID DECEASED ACTUALLY LIVE? a. State......................... b. County.........................
c. Did deceased live in a township?
☐ Yes, deceased lived in.........................township.
☐ No, deceased lived within actual limits of.........................city or borough.

7. SEX
8. COLOR OR RACE
9. MARRIED ☐ NEVER MARRIED ☐ WIDOWED ☐ DIVORCED ☐
10. DATE OF BIRTH
11. AGE (in years last birthday) If under 1 year: Months Days If under 24 hours: Hours Min.

12. USUAL OCCUPATION (even if retired)
13. SOCIAL SECURITY NO.
14. BIRTHPLACE (State or foreign country)
15. CITIZEN OF WHAT COUNTRY?

16. FULL NAME OF SPOUSE
17. MOTHER'S MAIDEN NAME

18. FATHER'S NAME
19. INFORMANT'S NAME AND ADDRESS

MEDICAL CERTIFICATE (Items 20 through 23 must be completed by physician only)

20. CAUSE OF DEATH: Enter only one cause per line for (a), (b) & (c).

PART 1. Death was caused by:
IMMEDIATE CAUSE (a) ....
Conditions, if any, which gave rise to above cause (a) stating the underlying cause last.
DUE TO (b) ....
DUE TO (c) ....

INTERVAL BETWEEN ONSET AND DEATH

SAMPLE

PART II. OTHER SIGNIFICANT CONDITIONS: contributing to death but not related to the immediate cause given in Part 1 (a)

21. WAS AUTOPSY PERFORMED? Yes ☐ No ☐

22. a. ACCIDENT Yes ☐ No ☐
22. b. DESCRIBE HOW ACCIDENT OCCURRED
22. c. TIME OF ACCIDENT Hour m E.S.T. Month Day Year

22. d. ACCIDENT OCCURRED While at work ☐ Not while at work ☐
22. e. PLACE OF ACCIDENT (e.g., home, farm, street, etc.)
22. f. CITY, BOROUGH, TOWNSHIP COUNTY STATE

23. I hereby certify that I attended the above named deceased and that death occurred from the causes and on the date stated above at m., E.S.T.
a. Signature M. D. or D. O. b. Address c. Date signed

24. a. BURIAL ☐ CREMATION ☐ REMOVAL ☐
24. b. DATE
24. c. NAME OF CEMETERY OR CREMATORY
24. d. LOCATION (City, Boro., Twp., & County) (State)

25. DATE REC'D BY REG.
26. REGISTRAR'S SIGNATURE
27. SIGNATURE AND ADDRESS OF FUNERAL DIRECTOR

A ....
B ....
C ....
D ....
E ....
F ....
G ....
H ....
I ....
J ....
K ....
L ....
M ....
N ....
O ....
P ....

Figure 28. Pennsylvania Department of Health
Form HVS-20143: Certificate of Death.

the Department of Public Health is able to adjust its totals to eliminate nonresidents and to allow for out-of-city births and deaths.

If tabulations of such data as occupations of parents or of deceased persons were to be attempted, difficulties would be certain to arise in the establishment of uniform classifications because of the limited entries for such information on the forms. Birth certificate data on a child's father may, indeed, suffer from the further limitation of uncertainty of his address, since, unlike that of the mother, it is not separately recorded.

CURRENT POPULATION ESTIMATES

The birth and death data by area of residence are essential ingredients, along with data from the school and the decennial censuses, in the preparation of annual estimates of the current population of the city and of its Health Districts. These estimates, as constructed by the Division of Statistics and Research of the Philadelphia Department of Public Health, also appear in the Philadelphia

Annual Statistical Reports by age group, sex and race for the city, and by race alone for the Health Districts; and they are generally regarded as the official estimates of the current population of the city.

CHAPTER 6

LAW ENFORCEMENT AND CORRECTIONAL SERVICES

The records that are produced by the law enforcement and correctional activities of Philadelphia's police, judicial, probation and prison systems are of interest to the present research in two major respects: first, they indicate the effects of crime and other types of offenses on the economic life of the community, and especially on the employment or employability of the persons involved; and second, they provide data on the individual characteristics of a group most likely to be missed in the enumerations of population censuses and sample surveys. In a city as large as Philadelphia these records are not insubstantial; more than 100,000 persons are arrested each year, and approximately the same number appear in the city's courts as litigants in non-criminal cases. Such records are, of course, confidential ones. But, given the development of procedures for safeguarding their confidentiality and for extracting from them and centralizing those data whose release would be permissible, they would, indeed, constitute a significant source of population information.

THE PHILADELPHIA POLICE DEPARTMENT

Facilities and Jurisdictions

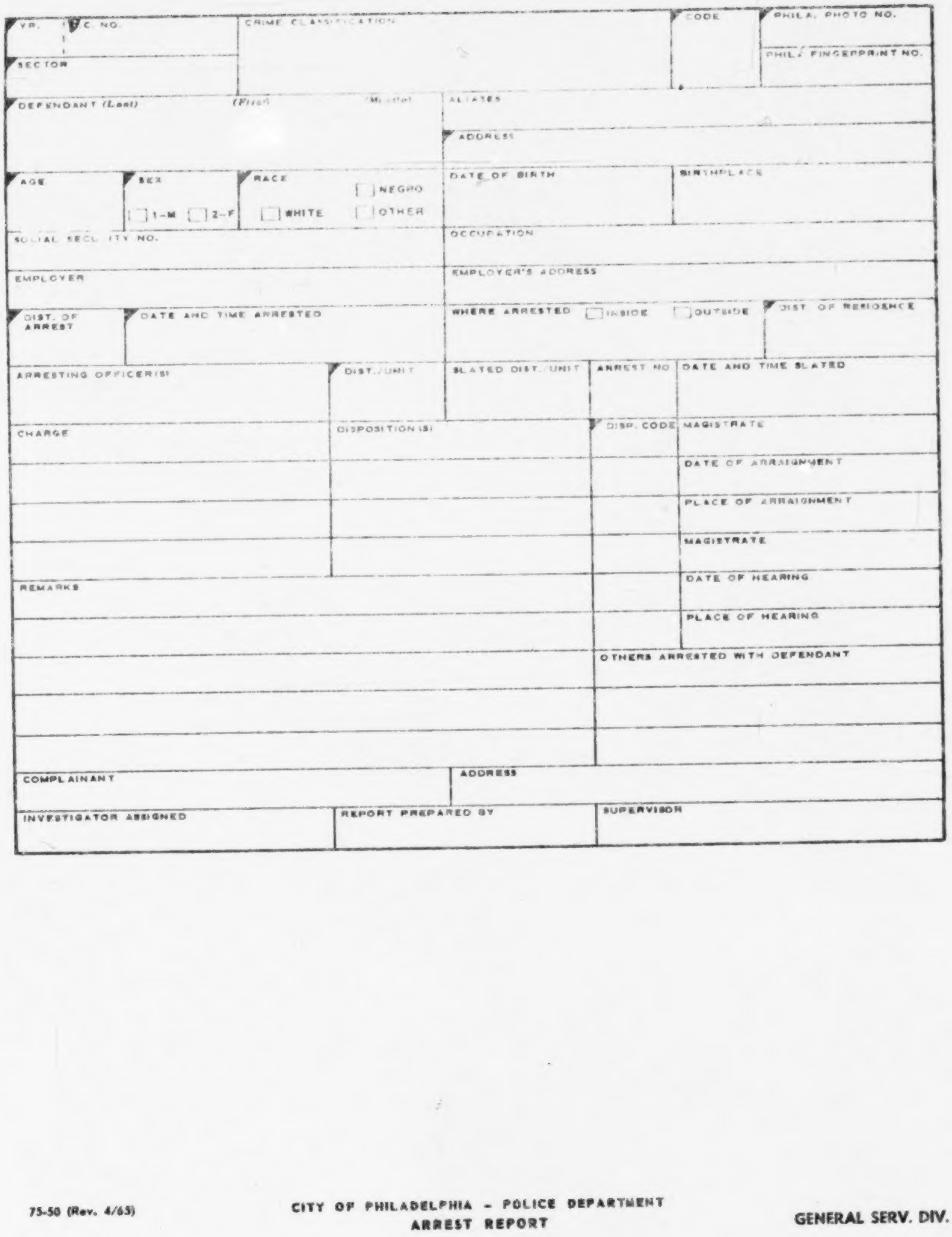
The seven geographical divisions into which the police activities of Philadelphia are organized are further subdivided into districts and patrol car sectors. The "North City" may therefore be described as containing either all or parts of five police districts or the entire North Central Division and parts of the East and Central Divisions. Once again it is observed that administrative boundaries are drawn for functional reasons and not for reasons of economic neighborhood definition.

Records and Types of Information

The basic forms are the Complaint or Incident Report (form 75-48), the Investigation Report (form 75-49) and the Arrest Report (form 75-50), of which only the last (figure 29) contains the detail necessary for the explicit identification of an individual by place of residence or by social security number. It also is the only form to provide such items as employer, occupation, and date and place of birth. The form is prepared in four copies which are maintained indefinitely in the respective offices of the district in which the arrest was made, the Police Department's General Services Division and its Identification Division, and the Philadelphia District Attorney.

Appraisal of Data in the Basic Records

The number of persons for whom Arrest Reports are completed and the fact that they are available in no less than three centralized files warrant the consideration of the form as a major data source. Its employer and occupation information would doubtless raise classification problems; and the data would generally be subject to the usual caveats concerning erroneous information (including fictitious names and addresses in some cases), obsolescence (there being little, if any, need for information on changes of status), and double count-



YR.
C. NO.
CRIME CLASSIFICATION
CODE
PHILA. PHOTO NO.
PHILA. FINGERPRINT NO.
SECTOR
DEFENDANT *(Last)* *(First)* *(Middle)*
ALIASES
ADDRESS
AGE
SEX ☐ 1-M ☐ 2-F
RACE ☐ WHITE ☐ NEGRO ☐ OTHER
DATE OF BIRTH
BIRTHPLACE
SOCIAL SECURITY NO.
OCCUPATION
EMPLOYER
EMPLOYER'S ADDRESS
DIST. OF ARREST
DATE AND TIME ARRESTED
WHERE ARRESTED ☐ INSIDE ☐ OUTSIDE
DIST. OF RESIDENCE
ARRESTING OFFICER(S)
DIST./UNIT
SLATED DIST./UNIT
ARREST NO
DATE AND TIME SLATED
CHARGE
DISPOSITION(S)
DISP. CODE
MAGISTRATE
DATE OF ARRAIGNMENT
PLACE OF ARRAIGNMENT
MAGISTRATE
DATE OF HEARING
PLACE OF HEARING
REMARKS
OTHERS ARRESTED WITH DEFENDANT
COMPLAINANT
ADDRESS
INVESTIGATOR ASSIGNED
REPORT PREPARED BY
SUPERVISOR

75-50 (Rev. 4/65)

CITY OF PHILADELPHIA - POLICE DEPARTMENT
ARREST REPORT

GENERAL SERV. DIV.

Figure 29. Philadelphia Police Department Form 75-50: Arrest Report.

ing (when different offenses are committed by the same person). Nevertheless, arrest data would be a source of valid information on many persons who would not be represented in the files of any other agencies.

THE PHILADELPHIA COURTS

Facilities, Jurisdictions and Types of Services

Philadelphia's exceedingly complex courts system currently consists of twenty-eight Magistrate's Courts for minor offenses, ten Courts of Common Pleas for major civil cases, an Orphans' Court for cases of equity and estates, Courts of Quarter Sessions and Oyer and Terminer and General Jail Delivery for major criminal cases, and the County Court with its several principal divisions for juveniles, domestic relations, special types of "misdemeanants," and minor civil and criminal cases. Jurisdictions are therefore by classification of case rather than by geographic area--a situation that does not promise to change with the partial reorganization of the system as scheduled for January 1, 1969, when the Common Pleas, County and Orphans' Courts will merge into a consolidated Common Pleas Court of Philadelphia with fifty-six judges. This new court will consist of a Trial Division, an Orphans' Court Division and a Family Court Division, which last will have jurisdiction over divorce and custody cases and juvenile problems. While the impact of the reorganization on record keeping functions is as yet indeterminate, it does not seem likely that it will diminish the quantity or quality of information required. It has seemed valid, therefore, to investigate the records of the system as it now stands.

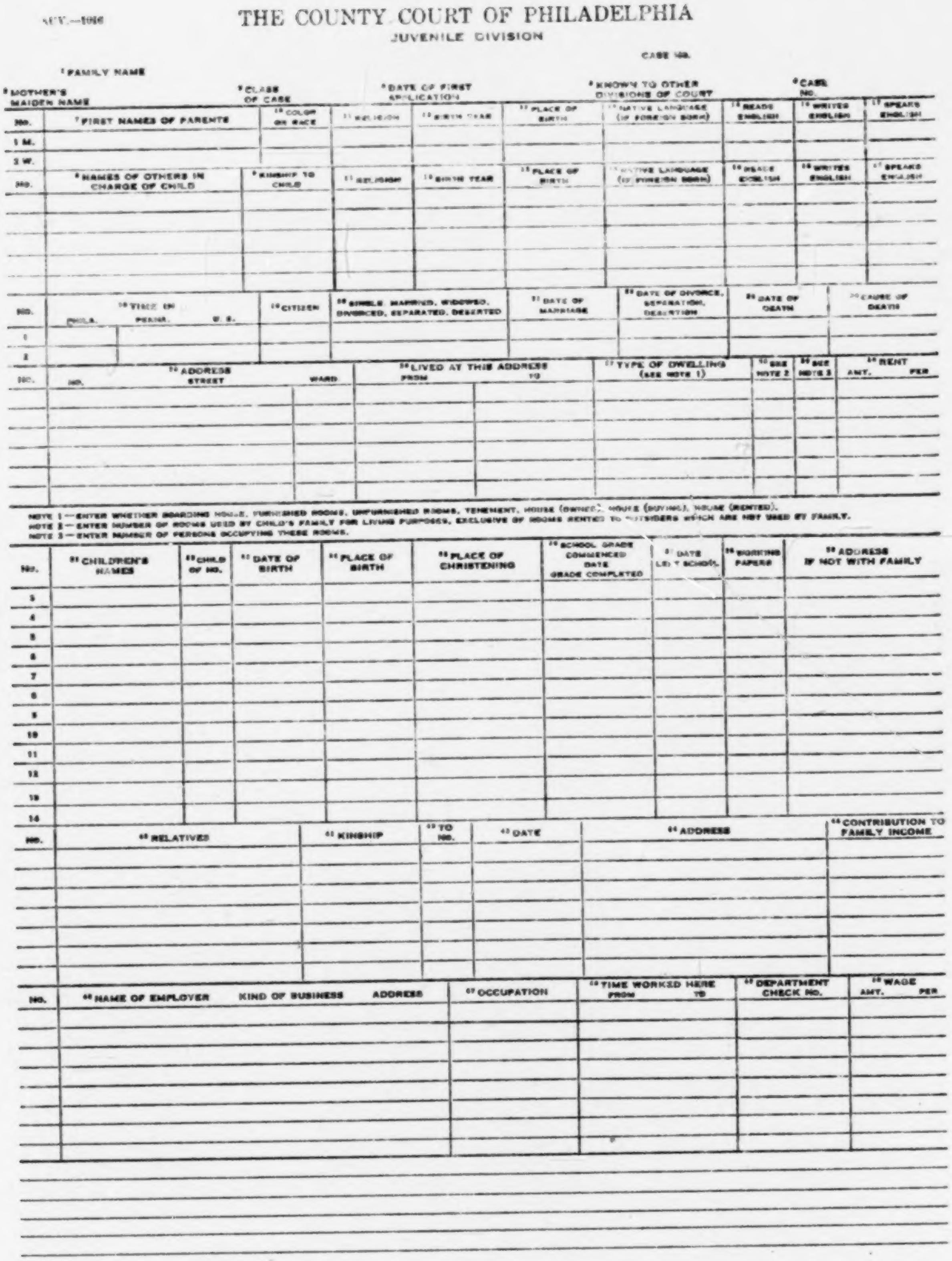
Of the various present courts, the County Court is of principal interest because of its large volume of cases and its detailed and standardized records. Its Juvenile Division accounts for more than one third of its total case load and its Domestic Relations Division for nearly another third. In addition, its single Probation Department serves all its divisions and performs certain pretrial investigations as well as supervision of those juveniles or adults who are placed on probation or parole.

Records and Types of Information

Each of the courts, and each of their various divisions, has its own forms. As a result, there are major variations in the types of information collected. Several of the forms, such as those of the Juvenile Division (Figure 30) and of the Domestic Relations Division (Figure 31) of the County Court, contain name, address, birth date, birth place, race, sex, marital or family status, education, occupation, employer, income and other data on the principal person or persons involved. Completion and maintenance of these forms are functions of clerical personnel assigned to the courts. In some instances the data are subject to verification by special investigations, as, for example, employment and income entries for non-support cases. Each division of the County Court maintains its own files, although there are central indexes, and all new cases are the subject of inquiries to the Philadelphia-Camden Social Service Exchange for determination of other agencies' contacts with the families concerned.

Appraisal of Data in the Basic Records

The principal problem posed by these records is their lack of standardization. The Juvenile and Domestic Relations Divisions of the County Court are the most important potential sources of data; but even



SCV.—1016

THE COUNTY COURT OF PHILADELPHIA
JUVENILE DIVISION

CASE NO.

FAMILY NAME

MOTHER'S MAIDEN NAME

CLASS OF CASE

DATE OF FIRST APPLICATION

KNOWN TO OTHER DIVISIONS OF COURT

CASE NO.

NO.	FIRST NAMES OF PARENTS	COLOR OR RACE	RELIGION	BIRTH YEAR	PLACE OF BIRTH	NATIVE LANGUAGE (IF FOREIGN BORN)	READS ENGLISH	WRITES ENGLISH	SPEAKS ENGLISH
1 M.									
2 W.									

NO.	NAMES OF OTHERS IN CHARGE OF CHILD	KINSHIP TO CHILD	RELIGION	BIRTH YEAR	PLACE OF BIRTH	NATIVE LANGUAGE (IF FOREIGN BORN)	READS ENGLISH	WRITES ENGLISH	SPEAKS ENGLISH

NO.	TIME IN PHILA.	PENNA.	U. S.	CITIZEN	SINGLE, MARRIED, WIDOWED, DIVORCED, SEPARATED, DESERTED	DATE OF MARRIAGE	DATE OF DIVORCE, SEPARATION, DESERTION	DATE OF DEATH	CAUSE OF DEATH
1									
2									

NO.	ADDRESS NO.	STREET	WARD	LIVED AT THIS ADDRESS FROM	TO	TYPE OF DWELLING (SEE NOTE 1)	SEE NOTE 2	SEE NOTE 3	RENT AMT.	PER

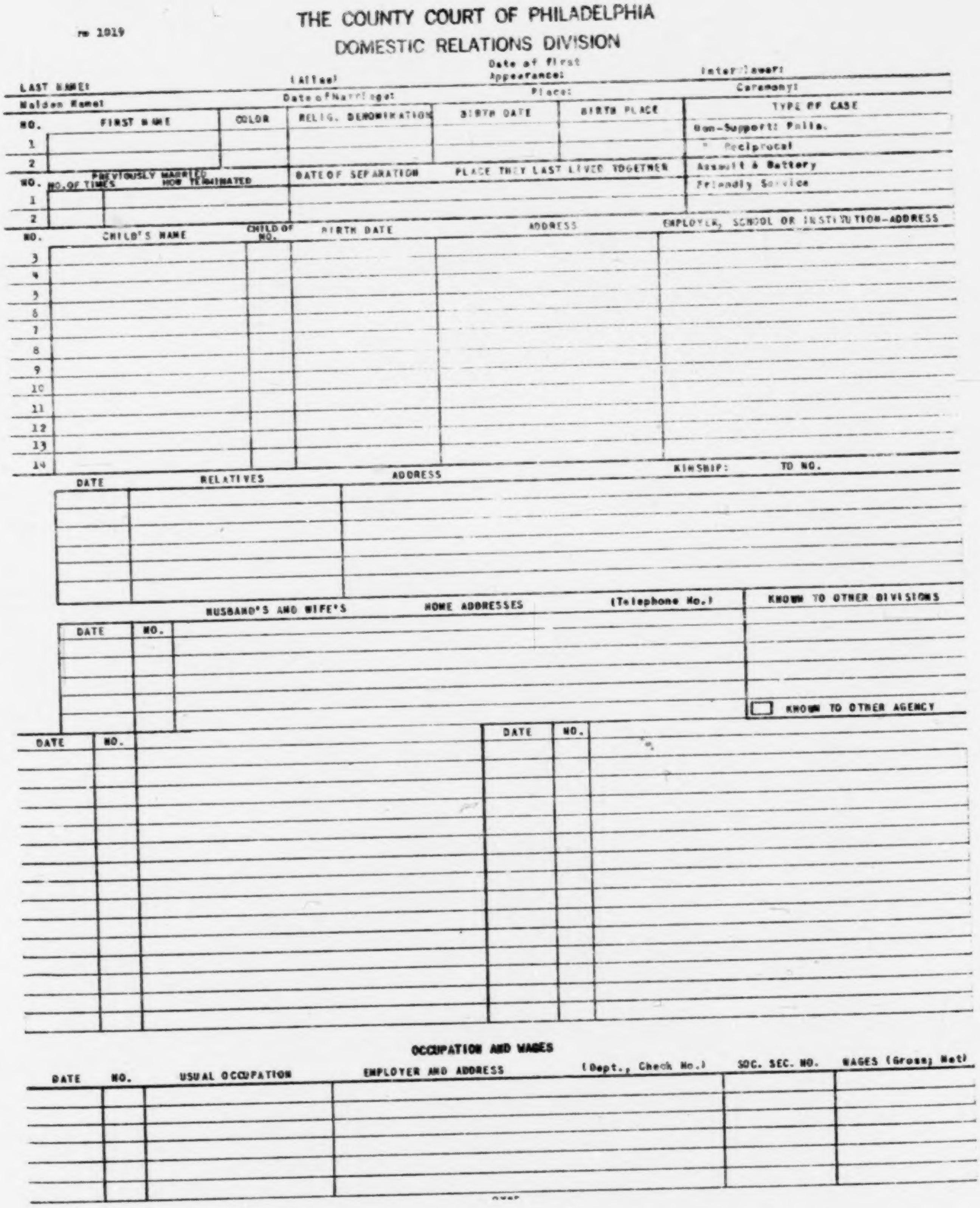
NOTE 1—ENTER WHETHER BOARDING HOUSE, FURNISHED ROOMS, UNFURNISHED ROOMS, TENEMENT, HOUSE (OWNED), HOUSE (BUYING), HOUSE (RENTED).
NOTE 2—ENTER NUMBER OF ROOMS USED BY CHILD'S FAMILY FOR LIVING PURPOSES, EXCLUSIVE OF ROOMS RENTED TO OUTSIDERS WHICH ARE NOT USED BY FAMILY.
NOTE 3—ENTER NUMBER OF PERSONS OCCUPYING THESE ROOMS.

NO.	CHILDREN'S NAMES	CHILD OF NO.	DATE OF BIRTH	PLACE OF BIRTH	PLACE OF CHRISTENING	SCHOOL GRADE COMMENCED DATE GRADE COMPLETED	DATE LEFT SCHOOL	WORKING PAPERS	ADDRESS IF NOT WITH FAMILY
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									
13									
14									

NO.	RELATIVES	KINSHIP	TO NO.	DATE	ADDRESS	CONTRIBUTION TO FAMILY INCOME

NO.	NAME OF EMPLOYER	KIND OF BUSINESS	ADDRESS	OCCUPATION	TIME WORKED HERE FROM	TO	DEPARTMENT CHECK NO.	WAGE AMT.	PER

Figure 30. The County Court of Philadelphia
Form 1016: Juvenile Division.



rm 1019

THE COUNTY COURT OF PHILADELPHIA
DOMESTIC RELATIONS DIVISION

LAST NAME: (Alias) Date of First Appearance: Interviewer:
Maiden Name: Date of Marriage: Place: Ceremony:

NO.	FIRST NAME	COLOR	RELIG. DENOMINATION	BIRTH DATE	BIRTH PLACE
1					
2					

NO.	PREVIOUSLY MARRIED NO. OF TIMES	PREVIOUSLY MARRIED HOW TERMINATED	DATE OF SEPARATION	PLACE THEY LAST LIVED TOGETHER
1				
2				

TYPE OF CASE
Non-Support: Phila.
" Reciprocal
Assault & Battery
Friendly Service

NO.	CHILD'S NAME	CHILD OF NO.	BIRTH DATE	ADDRESS	EMPLOYER, SCHOOL OR INSTITUTION-ADDRESS
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					

KINSHIP: TO NO.

DATE	RELATIVES	ADDRESS

HUSBAND'S AND WIFE'S HOME ADDRESSES (Telephone No.)

DATE	NO.	

KNOWN TO OTHER DIVISIONS

☐ KNOWN TO OTHER AGENCY

DATE	NO.		DATE	NO.	

OCCUPATION AND WAGES

DATE	NO.	USUAL OCCUPATION	EMPLOYER AND ADDRESS (Dept., Check No.)	SOC. SEC. NO.	WAGES (Gross; Net)

over

Figure 31. The County Court of Philadelphia
Form 1019: Domestic Relations Division.

in these two divisions there is variation from case to case in the amount of data collected. The data generally appear to be kept current during the period of time during which the case is active, which may last from a few weeks to more than a year. There is also reason to believe that the data are, in general, accurate. However, even if the limitations on their confidentiality could be overcome, the disparate nature of the individual records would present substantial--though probably not insurmountable--problems to any system for the retrieval and centralization of their information.

PRISONS AND DETENTION CENTERS

Philadelphia's prisons and detention centers are the responsibility of its Department of Welfare. They include Holmesburg Prison for sentenced prisoners, the Detention Center for both sentenced prisoners and those awaiting sentencing, the House of Correction for juveniles either sentenced or awaiting sentencing, and the Youth Study Center for special types of juvenile cases. In each of these agencies, detailed individual records of the prisoners and detentioners are maintained on standardized and well designed forms. But the relatively small number of persons involved--some 20,000 annually after the elimination of double counting--does not warrant a detailed discussion of these records here.

CHAPTER 7

HOUSING SERVICES AND LAND USE PLANNING

Statistics on an area's housing and on the uses of its land are essential to urban planning and economic analysis, for they are indicators of the nature and quality of the physical environment and of its status as an economic resource. But such statistics are also important as indicators of the residential location of manpower and of the environmental aspects of manpower problems.

The "North City," containing Philadelphia's largest concentration of blighted and substandard housing, was the obvious site of the city's earliest efforts at urban renewal and the equally obvious choice for the major efforts of both public and private renewal planning under the Model Cities program. More than one hundred millions of dollars in federal and local renewal funds have already been invested in, or allocated to, area projects which inevitably--and necessarily--have resulted in the destruction of block after block of the area's housing and other structures and the shifting of thousands of families to residences elsewhere. To be sure, many of these families have probably remained in or near the "North City;" but, even so, the extent of the population shifts and of their impact on area manpower are probably partly responsible for such statistics as the 1966 estimate of 100,000 persons residing in eighteen of the principally affected census tracts whose population was 142,000 in 1960 and 171,000 in 1950. This decrease in population might have been greater had not the emphasis in urban renewal during the last few years been placed more upon the rehabilitation of existing housing than on new demolitions and rebuilding.

The principal agencies with responsibilities for rehabilitation and other urban renewal activities are the Redevelopment Authority with the necessary power to condemn and purchase areas selected for renewal and to sell them to appropriate developers, the Philadelphia Housing Authority engaged in building and leasing public housing and in the rehabilitation and rental of individual houses, and the Philadelphia Housing Development Corporation whose responsibilities are particularly the restoration of existing houses and their rental or sale to low income families.

The focus of the present research on manpower information precludes any extensive investigation of the various types of environmental data apart from those indicative of residence, with the obvious exception of data on the characteristics of the residents themselves which may be acquired by the agencies concerned with physical environment in the course of performing their various functions.

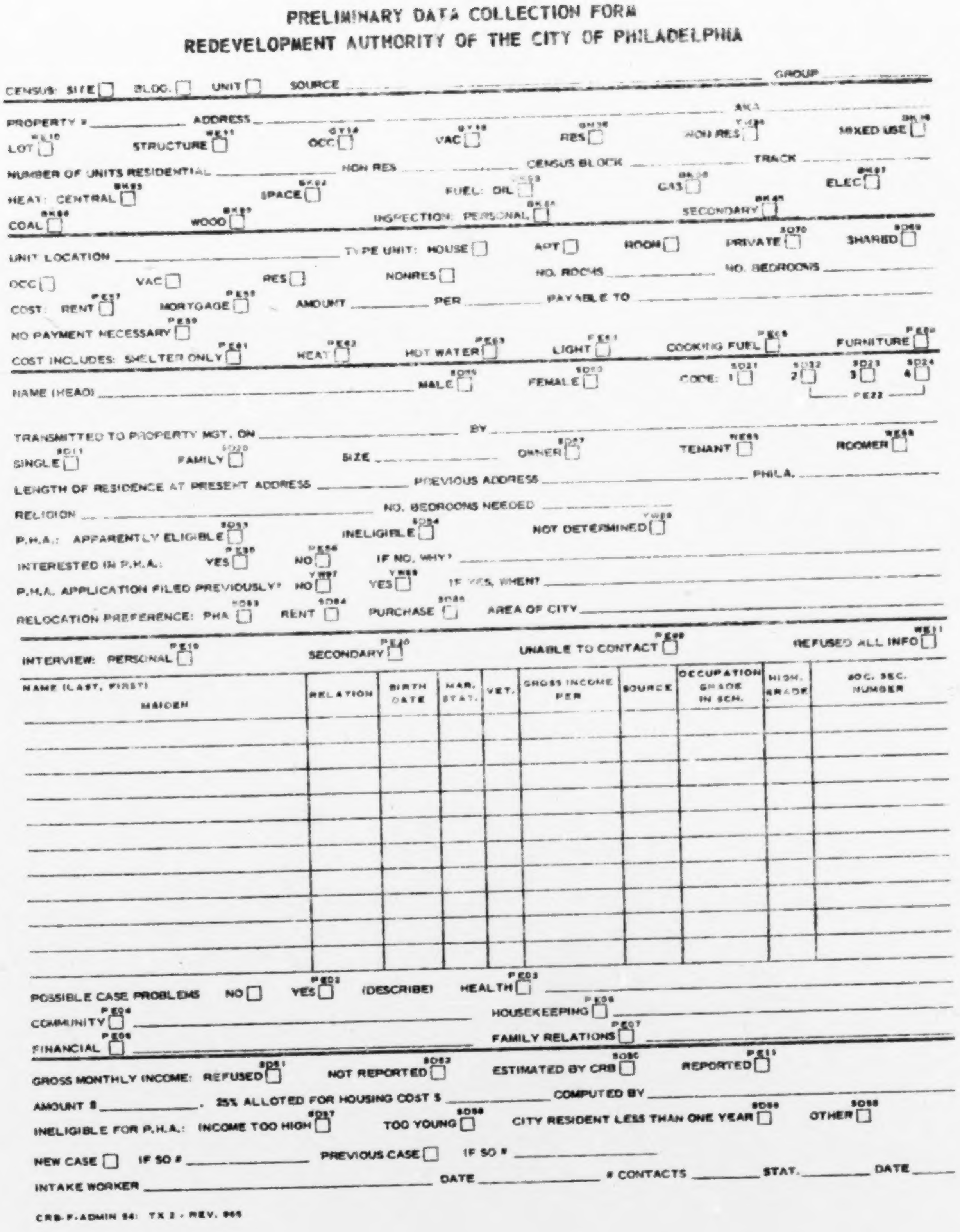
THE REDEVELOPMENT AUTHORITY

The responsibilities of the Redevelopment Authority cut across all phases of existing urban renewal programs. But its most important activity for the purposes of the present research lies in its Centralized Relocation Bureau which offers assistance to any families or businesses displaced by renewal programs in the city. During 1967, the Bureau dealt with more than 9,000 such cases. Its record keeping and data processing are centralized and fully automated and include files on both properties and persons. Information collected on families includes residence, names of family members, the age of each, his date of birth, sex, marital or family status, education, occupation, social security number, and amount and source of income, as may be seen from the Preliminary Data Collection Form (Figure 32) used for all cases except those arising under Title I of the Metropolitan Development Act of 1966 (for whom a similar form is required).

The information on these forms is entered by case workers but is not verified; hence, it may be unreliable in the case of some items, especially income data. The forms and other operational records provide the basis for several regularly recurring reports submitted to the federal Department of Housing and Urban Development and to other agencies. The data in the reports, however, are simply aggregates of the total workload by activity and case characteristics and are, therefore, of little relevance to the objectives of this project.

THE PHILADELPHIA HOUSING AUTHORITY

This organization currently maintains over 14,000 housing units for rent to low income families in various



PRELIMINARY DATA COLLECTION FORM
REDEVELOPMENT AUTHORITY OF THE CITY OF PHILADELPHIA

CENSUS: SITE ☐ BLDG. ☐ UNIT ☐ SOURCE ______ GROUP ______

PROPERTY # ______ ADDRESS ______ AKA ______
LOT ☐ STRUCTURE ☐ OCC ☐ VAC ☐ RES ☐ NON RES ☐ MIXED USE ☐
NUMBER OF UNITS RESIDENTIAL ______ NON RES ______ CENSUS BLOCK ______ TRACK ______
HEAT: CENTRAL ☐ SPACE ☐ FUEL: OIL ☐ GAS ☐ ELEC ☐
COAL ☐ WOOD ☐ INSPECTION: PERSONAL ☐ SECONDARY ☐

UNIT LOCATION ______ TYPE UNIT: HOUSE ☐ APT ☐ ROOM ☐ PRIVATE ☐ SHARED ☐
OCC ☐ VAC ☐ RES ☐ NONRES ☐ NO. ROOMS ______ NO. BEDROOMS ______
COST: RENT ☐ MORTGAGE ☐ AMOUNT ______ PER ______ PAYABLE TO ______
NO PAYMENT NECESSARY ☐
COST INCLUDES: SHELTER ONLY ☐ HEAT ☐ HOT WATER ☐ LIGHT ☐ COOKING FUEL ☐ FURNITURE ☐

NAME (HEAD) ______ MALE ☐ FEMALE ☐ CODE: 1 ☐ 2 ☐ 3 ☐ 4 ☐

TRANSMITTED TO PROPERTY MGT. ON ______ BY ______
SINGLE ☐ FAMILY ☐ SIZE ______ OWNER ☐ TENANT ☐ ROOMER ☐
LENGTH OF RESIDENCE AT PRESENT ADDRESS ______ PREVIOUS ADDRESS ______ PHILA. ______
RELIGION ______ NO. BEDROOMS NEEDED ______
P.H.A.: APPARENTLY ELIGIBLE ☐ INELIGIBLE ☐ NOT DETERMINED ☐
INTERESTED IN P.H.A.: YES ☐ NO ☐ IF NO, WHY? ______
P.H.A. APPLICATION FILED PREVIOUSLY? NO ☐ YES ☐ IF YES, WHEN? ______
RELOCATION PREFERENCE: PHA ☐ RENT ☐ PURCHASE ☐ AREA OF CITY ______

INTERVIEW: PERSONAL ☐ SECONDARY ☐ UNABLE TO CONTACT ☐ REFUSED ALL INFO ☐

NAME (LAST, FIRST) MAIDEN	RELATION	BIRTH DATE	MAR. STAT.	VET.	GROSS INCOME PER	SOURCE	OCCUPATION GRADE IN SCH.	HIGH. GRADE	SOC. SEC. NUMBER

POSSIBLE CASE PROBLEMS NO ☐ YES ☐ (DESCRIBE) HEALTH ☐ ______
COMMUNITY ☐ ______ HOUSEKEEPING ☐ ______
FINANCIAL ☐ ______ FAMILY RELATIONS ☐ ______

GROSS MONTHLY INCOME: REFUSED ☐ NOT REPORTED ☐ ESTIMATED BY CRB ☐ REPORTED ☐
AMOUNT $ ______. 25% ALLOTED FOR HOUSING COST $ ______ COMPUTED BY ______
INELIGIBLE FOR P.H.A.: INCOME TOO HIGH ☐ TOO YOUNG ☐ CITY RESIDENT LESS THAN ONE YEAR ☐ OTHER ☐
NEW CASE ☐ IF SO # ______ PREVIOUS CASE ☐ IF SO # ______
INTAKE WORKER ______ DATE ______ # CONTACTS ______ STAT. ______ DATE ______

CRB-F-ADMIN 84: TX 2 - REV. 865

Figure 32. The Philadelphia Redevelopment Authority Form TX 2: Preliminary Data Collection Form.

sections of the city. Of such units, there are approximately 3,500 in the "North City" neighborhood. Applications for them are submitted on form PHA-TS, which includes name, family status, sex, date of birth, occupation and social security number for all members of the family and, for the applicant himself, such additional information as present address, employment history over the last twelve months, amounts and sources of income, and other data on his health and handicaps when applicable. Similar data appear on Form PHA-1-1A, Application for Continued Occupancy. Hence, reasonably current information on the occupants of public housing could be provided if tabulations of the data on these forms were to be made.

THE REAL PROPERTY INVENTORY AND LOCATION INDEX

In cooperation with the City Planning Commission and other agencies, Philadelphia's Department of Finance administers a continuing detailed inventory of all real property in the city. It contains such information as address, block and census tract codes, tax identification number and assessment, building description, lot size, owner's name and address, and number of occupants for more than half a million parcels of land. The data are maintained in the city's Data Bank on various computer tapes, one of which is the Real Property Location Index, mentioned earlier in the discussion of the Public Schools' Data Bank as the basis for developing an address coding guide. Other files include tapes on building permits, vacant houses and lots, delinquent taxes, real estate accounts receivable, 1960 Census data on population and housing characteristics by census tract, and the Dun and Bradstreet Area Industrial Data Tape by firm name.

The Real Property Location Index is also available in book form, so that manual coding of addresses is possible. In addition, copies of the computer tapes containing the full collection of data of the real property inventory may be purchased for the costs of their reproduction. Current plans call for major augmentation of the city's computer capacity, the use of random access rather than tape files, "banking" of a much greater variety of data and development of improved systems for keeping the data current.

LAND USE RECORDS OF PUBLIC UTILITIES

In the process of providing water, electricity, gas, telephone and transportation services, the public utilities not only require land use data; they also generate them. Certain of the information so produced can be useful in verifying or supplementing data obtained from tax and other municipal records. In the instance of the School Board's data processing operations, the private contractor, Ide Associates (who was responsible for the block and tract coding of students' addresses), used the Philadelphia street-ordered telephone directory and the Philadelphia Electric Company's maps containing house numbers of properties receiving electric service in order to augment the information in the city's Location Index and to adapt it to meet his particular needs more efficiently. Indeed, utilities data may at times be more current than those derived from municipal records and hence offer additional advantages as supplements to the city's inventory. However, neither data on land parcels nor those on subscribers to public utilities are necessarily descriptive of all housing units, because many buildings, such as apartment houses, are occupied by many families. Still, such data remain of interest because, as has been observed, they are essential to the development of accurate address coding guides.

CHAPTER 8

OTHER SOURCES OF MANPOWER INFORMATION

The records of most of the agencies so far discussed offer large quantities of detailed information, but only on the relatively small segments of the population to whom the agencies supply their services. There are, however, other agencies whose functions are not conventionally thought of as "services" and which provide less detailed information on very large numbers of people. To be sure, data from these agencies can offer little to the description of an area's manpower problems; for they relate only to the most basic characteristics, such as age, sex, race, marital status, occupation and the like. But the relatively high order of completeness in their population coverage suggests the prospect of totals which, if tabulated, might serve as bench marks in statistical evaluations of representativeness in the data offered by the records of service providing agencies. Indeed, there is a distinct possibility that some of the data now to be discussed might even be superior in quality to census data themselves--if one may judge from the difficulties in obtaining complete coverage recently encountered in special censuses and surveys of the nation's poverty areas. It seems quite certain that as much as twenty percent or more of the "North City's" population in some age groups was missed by the 1960 census; and there is no indication at present that the relative number of individuals uncounted there will be any less in 1970.

LICENSES AND REGISTRATIONS

Voter Registrations

As registered for the election of November, 1968, Philadelphia's voters totaled 1,016,278--almost one half of the city's currently estimated population.

Registration to vote is accomplished through the completion of a Voter's Permanent Registration

Affidavit, a form that includes among its items of personal information the individual's name, address, occupation, color, date and place of birth, sex, length of residence in the state and in the voting district, and address from which he last registered and voted. Of these items, his name, address, occupation, color and year of birth are recorded on punch cards, along with information on the ward and voting division in which he is registered.

It is true that the data from voter registration records are variable in their currency. Registration need not be renewed if a person keeps the same residence and votes regularly; and, when a voter moves to another district, only his reregistration there or his failure to appear at the polls will guarantee his removal from the rolls of his former voting district. Moreover, classification difficulties might inhibit the production of occupational totals. But such difficulties could doubtless be resolved; and the combination of ward and voting division information with personal data on the punch cards would permit important and desirable tabulations by small areas. Above all, however, it is the sheer volume of the voter registration records that makes them a significant data resource: they represent the closest approximation to a current census of the city's adult population yet observed.

Motor Vehicle Operators' Licenses

Nearly a million Philadelphians are represented in the files and on the computer tapes of the State's Bureau of Motor Vehicles. Although an application for an operator's license includes only information on the person's name, address, sex and date of birth, the need for biennial reapplications and the legal requirement to report changes of address ensure a much greater degree of currency than may be expected in the records on voter registration. Yet the data could not be tabulated for areas such as the "North City" unless computers were to be used to match addresses with census tract codes.

Marriage and Other Licenses

Of all the records associated with the issuance of licenses by the city of Philadelphia, only those related to marriages appear to have any substantial significance as a source of population data. As submitted to the Clerk of the Orphans' Court, a marriage license application contains the name, residence, occupation, date and place of birth, race and prior marriage (if any) of both parties to the marriage and the names, addresses, occupations and birthplaces of their several parents.

Selective Service Registrations

Data acquired and maintained by the local draft boards on males between the ages of eighteen and thirty-five might be suspected as a significant source of information on this segment of the population; but such is not the case. A principal difficulty is that a registrant does not change draft boards when he changes his place of residence. Nor would this be the only problem to be dealt with; there would also be problems of completeness and currency of data--it is well known that many registrants fail to comply with the legal requirement to advise their draft boards of changes of address and status. Finally, even if the registration data could be secured for a particular area's residents, the release of such information would be barred by the confidentiality restrictions imposed by the Selective Service System.

INCOME AND WAGE TAX DATA

Federal income tax returns and other related records obviously offer yet another major potential source of information on an area's residents. An individual income tax return need hardly be described; it contains significant information on individuals' names and addresses, the names and addresses of their employers, their marital status, their dependents, their social security numbers, and the amounts, categories and sources of their taxable incomes. Some of these data are also to be found on the W-2 forms furnished by employers at the end of each year. But any realization of the data potential inherent in these records does not appear likely in the immediate future because of the many problems which must first be resolved in the determination of a federal policy on the release of such information to local data banks--or even to national ones.

Philadelphia's City Wage Tax, however, offers a strictly local source of income data in the form of the records completed by employers on tax withholdings from their employees' wages or salaries. The tax itself is applicable to all residents of the city wherever their place of work and to non-residents if they are employed within the city; but tax withholding is a requirement only for local employers who withhold taxes from their employees' gross wages at the time of payment and remit them monthly (or quarterly if total payroll deductions do not exceed fifty dollars) along with forms indicating total employment and compensation paid. Only at the year's end, of course, are individual employment and tax records prepared. The individual record submitted by the employer is the form W-1-S which is essentially the same in format as the federal W-2 and contains the employer's name and address and the employee's name, address, social security number, marital status, total wages received during the year, federal and city tax withheld and the first or final date of employment that has not extended through the entire year. These forms are filed alphabetically by employer, retained for one year for reference purposes, and then destroyed.

Approximately 1,100,000 W-1-S forms are filed annually under more than 43,000 employer accounts. Any tabulation of their data for "North City" residents would, of course, require coding of employees' addresses as well as card punching of the information recorded on the forms. Record matching by social security number would also be necessary in cases of employment of an individual by more than one employer during the year. Such data processing is entirely feasible technologically; but the expense of it, as compared with the potential usefulness of the information that would be acquired, would make the Philadelphia City Wage Tax records an unlikely source of area income data at the present time.

OTHER FEDERAL AGENCIES

As has been noticed in the instances of Selective Service and income tax records, the availability of data from federal agencies is dependent on the resolution of problems of confidentiality restrictions and of national statistical policy with respect to data-sharing arrangements and the creation of data banks. Current Congressional opposition to any proposals for the assembly of such data makes it unlikely that they can be provided for small areas from federal records in the near future. Even so, it should be observed that the records of the Social Security Administration on the individuals receiving retirement benefits and Medicare coverage constitute so nearly a census of the nation's aged population as to have recently caused upward revisions of estimates of the total number of persons now in this group. And data from the Veterans Administration, with its millions of insurance policy holders and recipients of medical and pension benefits, must also be kept in mind as a possible resource of major significance.

BUSINESS FIRMS AND OTHER PRIVATE AGENCIES

Perhaps the nearest approximation to data banks of individual and family information in the Philadelphia area is to be found in the records of the major credit rating and reporting agencies. While the existence of the records and the efficiency of the systems with which to retrieve information from them are known, it is impossible at present to consider them as a statistical resource. The confidentiality of the agencies' information and the agencies' desire to avoid government regulation of their activities has made the credit rating firms increasingly secretive about their operations; and the project's attempts to investigate their procedures and the types of data they collect have met a complete, if not unfriendly, rebuff.

The employee personnel records maintained by individual business firms and most other employers contain substantial amounts of data on the members of an area's work force. But the only information available from those records is that which appears in the many reports required of employers by government agencies, such as the regularly recurring reports of tax withholdings already mentioned, with their totals of employment, wages and other data. Such totals reflect employment only by location of place of work (sometimes merely by location of company headquarters, when a firm's activities are scattered) and not by residence. Thus, any compilation of information on the employed members of the "North City" population would require their separate identification in the reports of employers throughout the area in which commuting to work is possible. It seems almost unnecessary to point out that the clerical burdens entailed in such identifications of residence would be intolerable when compounded with the statistical efforts already required of employers.

It is highly probable, therefore, that if industrial and occupational totals of "North City" employment are to be provided by any means other than special surveys, they must be derived from the information contained in the many records already present in the files of the manpower service agencies discussed earlier in this inventory.

CHAPTER 9

POSTSCRIPT

Three major findings emerge from the present inventory of manpower data resources in Philadelphia. One is the obvious fact that truly massive amounts of information on manpower in the "North City" poverty area are present in the files of the local agencies. All but the most recent arrivals in the neighborhood must surely be represented in the files of one agency or another. The second finding is the equally obvious and highly unfortunate fact that almost none of these voluminous data are currently tabulated.

The limited resources of the present research have made it necessary to concentrate upon agencies with well standardized procedures for the collection and maintenance of information and upon records that contain large quantities of data. It is entirely possible that these data may still be insufficient fully to indicate and clarify the critical problems of employment and employability that are faced by the residents of poverty neighborhoods. Despite the quantity of the records already observed by this project, there are doubtless many other types of significant data hidden in the files of the agencies here discussed and of others as well. Counseling records, in particular, in the schools and in employment and welfare agencies, are among the resources inadequately considered here: their relatively small amounts of information might provide major insights into manpower problems and the limitations of current manpower programs.

The absence of summary measures of the information contained in the files of the agencies dealt with in this study--that is, the totals, averages and other ratios which would constitute numerical descriptions of specific manpower characteristics and problems--and the lack of corresponding information independently derived for use in determinations of the accuracy and representativeness of such summary measures prevent more than a cursory appraisal of the adequacy of the data described. Those evaluations that have been possible, however, show many similarities among agencies in both the types of information collected and in the problems to be encountered in attempts to translate them into usable form.

These similarities imply common requirements for manpower information, common problems to be resolved in obtaining it, and common needs for interagency sharing of resources in the development of jointly administered data systems. That such systems can be developed has been shown by the one instance of detailed poverty-area tabulations provided by the public schools' data bank. The obviously necessary next steps are the modification and improvement of such operations on a multiple agency basis--and the demonstrated feasibility of taking these steps in the near future is, indeed, the third and happiest major finding of this research.